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ABSTRACT

This volume of an annual journal explores the problems and opportunities confronting young people attempting to find employment and the challenges faced by employment and training professionals trying to assist them along with some possible solutions. The 16 articles are divided into three parts concerned respectively with defining the problems, federal programs, and local initiatives. Part I includes: "The Place of the Family in the Preparation of Youth for the World of Work" (Quentin Schenk and Emmy Lou Schenk); "The Youth Employment Situation" (Janet Norwood); "Preparing At-Risk Youth for Education and Employment: New Roles for Schools" (Janice Earle, Candace Sullivan); "Productive Future Requires Educational Changes" (Bruce Wilson); and "Choices: Conscious Decisions about Youth and Work" (John Stine). The following papers are presented in part II: "Youth Initiatives" (William Brock); "Creating an Employability Credential for At-Risk Youth" (Evelyn Ganzglass, Sandra Jibrell); "Occupational Information: The Supporting Role of NOICC and SOICCs" (Valerie Lloyd, James Woods); and "Disabled but Able to Work: Federal Initiatives in Training Young People with Disabilities in Employment" (Dale Brown). The articles in Part III are: "Oregon Youth Offender Placement Program" (William Sager); "A National Occupational Information System" (Neta Wall); "Employment Counseling with Youth" (Charlotte Metz); "A History of the Seward, Alaska, Youth Employment Service" (Shirley Reynolds); "A Cooperative School Program: An Overview of the Minneapolis Youth Program" (Stella Jones); "A Utah County Perspective" (NaDene Archibald); and "National Youth Service: A Challenge for Employment Security Agencies" (William Basl). (YLB)

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PERSPECTIVE

Essays and reviews of issues in Employment Security
and employment and training programs

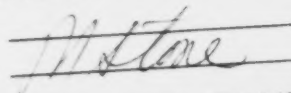
Youth and Work: Outreach Assessment Preparation

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The International Association of Personnel in Employment Security is a nonprofit professional association representing individuals employed in the Employment Security programs of Job Service, Unemployment Insurance and Labor Market Information, and other employment and training programs, in federal and state governments and with nonprofit organizations. Membership is open to anyone interested in Employment Security or employment and training programs. Members reside and work in more than 40 nations. The association sponsors a full range of scholarship programs, communication vehicles and membership benefit programs.

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Preface

*Train up the child in the way he should go;
and when he is old he will not depart from it.*

-- Proverbs 22:6

*They who provide much wealth for their children, but neglect to
improve them in virtue, do like those who feed their horses
high, but never train them to manage.*

-- Socrates

It often is said that our future depends on our youth. As highlighted in Proverbs and by Socrates, and as detailed in the following articles, we can have no better purpose for public policy than to provide training for our youth, and it must be accompanied by solid, societal values. These will create a foundation for our future.

The International Association of Personnel in Employment Security dedicates this third volume of *Perspective: essays and reviews of issues in Employment Security and employment and training programs* to America's youth. The text delves into the problems and opportunities confronting young people attempting to find employment, and the challenges and possible solutions for employment and training professionals trying to assist them. The following articles on *Youth and Work: Outreach, Assessment, Preparation*, are divided into three parts -- defining the problem, federal programs, and local initiatives.

The association thanks 1986-87 President James W. Jackson, under whose administration this volume was started, and 1987-88 President Gary D. Adkins, under whose administration it was completed. The Research and Institute Committee chairs who guided production were Karen B. Hess, 1986-87, and Jay Keesling, 1987-88. A special thanks goes to W. Scott Boyd, association executive director from 1962-81, who provided editorial assistance and guidance during all phases of production.

Michael R. Stone
Editor

Part I: defining the problem

Our increasingly complex, modern society produces several dilemmas facing youth and their advisers, including family, friends, counselors and employment and training professionals. In this part the authors review those challenges and their historic roots, and touch on future considerations.

The place of the family in the preparation of youth for the world of work

by Quentin and Emmy Lou Schenk

Children are not born into the society per se, nor are they born into the community; they are born into particular families with specific parents. While this makes for diversity in child rearing methods, there are still certain patterns and problems that are specific to our times. What parents inculcate into their children is related directly to what parents obtain from the larger society, either from their peers, from their personal experiences, or from what is transmitted to them from the all encompassing media. The messages parents currently receive and transmit reflect a different environment than previously existed.

If employment counselors are to help parents choose the best course of action for their children, it is important that they be aware of the changes that have taken place, and understand the implications of these changes.

Historic perceptions of children and work

Before the extension of the industrial revolution to nearly every

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Emmy Lou Schenk, a prize winning writer with numerous articles and short stories to her credit, was from 1965-70 the administrative assistant to H.H. Princess Seble Desta, CEO of the Ethiopian Women's Welfare Association.

aspect of the society, parents perceived children to be an economic asset, whether to furnish part of the labor on the farm, assist with the numerous chores about the house or in the family business, or hold a job in order to assist with the general family finances. The economic activities of the children were usually under the control of the parents, and the decisions of the parents determined how the earnings of the children were distributed.

This dominant ideology was reinforced by the community in which the family resided. Mobility was restricted to such an extent that children automatically were subject to the control of the parents. Thus, when children worked, it was usually in jobs that parents had either secured for them, or at the very least, were obtained with parental approval.

Current attitudes

As in the past, work still is deemed to be one of the highest forms of activity in which individuals can engage. The family still is expected to instill the initial attitudes, skills, and career expectations to the young to enable them to progress satisfactorily to the point where they can become independent, self-sufficient working adults. However, the relationship of parents to the economic activity of their children has undergone considerable modification.

Increased mobility of the members of the family means that father can work in one location, mother in another, and children in still another. Those families who can afford to purchase and maintain more than one automobile are no longer limited to the immediate environs of the local community. The fact of increased mobility has modified the influence of the family on the career paths of the young. At the same time, child labor laws combined with the ever increasing time that must be given over to career training delay young people from becoming economically self-sufficient.

The lack of understanding of these developments is a major source of confusion and conflict today. There is no longer consensus in regard to the responsibilities of the family in preparing its children for the future. Since no one would argue seriously that child labor laws are wrong, or try to deny that a long period of job training is necessary in today's automated, technically-advanced society, parents are caught in a "Catch 22" situation. They are financially responsible for the children until well past adolescence, yet their control over the children has greatly eroded. Adding insult to injury, parents are often the focus of attack by those who decry the seeming lack of guidance of the young toward economically productive careers.

Why children work

When we wrote our book, *Pulling Up Roots*, the United States was perceived as the world's leading economic power. It was assumed that the family would have sufficient economic resources to meet the expectations of its members, and further that it would do so in the traditional fashion with the adult male being the primary

breadwinner. It was assumed that anyone who wished could enjoy upward mobility. (3: p.48)

The situation has altered drastically in a decade. The United States is the world's leading debtor nation. Its productivity has deteriorated markedly. No longer can the family maintain its expected level of economic performance with only the adult male in the work force. In more than two-thirds of American families both parents work. Seventy-five percent of today's high school students hold part-time jobs. Unfortunately these are usually dead end jobs with little or no implication for long term career development. At the time in their lives when attitudes about work are shaped, these young people find no value in work other than the wages produced. Furthermore, these working adolescents feel cut off from their peers because work occupies time otherwise spent with their friends. They also feel cut off from their families, for with the increasing incidence of both parents working, little interaction is possible with the family in a non-working situation. (1: p.6)

As previously stated, in almost two-thirds of middle class families both parents work. These families often have incomes that permit a great deal of discretionary spending. Why then do these relatively affluent families encourage their children to work? The reasons are extremely complex, and we only can allude to some of the most important.

First of all, to say that a family has discretionary income is not to say that it has an excess of money floating around. In fact, in most middle class families the discretionary income is often spent, or at the least contracted for (mortgage payments on the executive colonial with mature trees, tuition for private schools or gymnastic lessons, saving accounts for the kid's college education, the country club membership, charitable contributions, insurance, the cleaning service, the new snow blower, the back yard spa, etc.) before it is actually received. The children may be given an allowance, but outside of that they have little say as to how the family's discretionary income is spent. At the same time, they are constantly being made aware of the consumer items available through the media message, or by contact with their peers, and not unexpectedly, they desire these items for themselves. Since the parents' discretionary income already has been stretched to the breaking point, they can't provide these items. Thus, they encourage their children to find a job so they can buy what they want.

Another reason is that some parents feel guilty because they are not available to provide direct supervision of their children. These parents encourage their children to work so they will "know where the kids are." (2: pp.202-206)

Since work tends to be perceived as a "good thing," many parents encourage their children to take any kind of job available because, no matter how routine, dull, and boring the job may be, the parents think it will teach the child something or other (the presumed value is often quite poorly defined) and thus help prepare the child for his or her adult career.

Those families who are at or below the poverty line also want their children to work to increase the economic resources of the family, but

since the children's mobility is limited by the family's lack of resources, job opportunities often are limited. Children from female headed families and minority groups are most likely to fall into this category. Even though the work ethic is strongly held among the poor, the lack of opportunity often means that the children cannot get a job no matter how much they may want or need one. Thus, circumstances outside their influence often determine career development of the children of the poor. (4: p.160)

Residential segregation by class also has an impact on the attitudes of parents toward economic opportunity for their children. Those children who need work the most to provide for life's necessities are situated where opportunities are few; those whose parents can provide amply for them live in areas where jobs are available. Furthermore, the filling of jobs by young people from the middle class decreases the opportunity for the children from poor families to find jobs. Since people tend to generalize from their own milieu to the society as a whole, middle class parents often teach their children that economic opportunity is universal, when in fact this opportunity is distributed unequally by geographic location. This is a major reason why the middle class continues to believe that work is available for those who want to work, and instill this ethic so strongly into their children. (2: p.xv)

The overall result is that poor parents tend to have an overly pessimistic view of the future for their children, while middle class parents tend to build excessively high career expectations for their children. The perceptions parents have of the opportunities for their children affects how parents define their children, definitions that children carry with them throughout their lives.

Models of parental perception of children

The way parents define their children has a direct impact on the children's career development. Generally speaking, parents' perceptions fall into one of three models:

1. The economic model
2. The psychological model
3. The integrated model

Economic model

Because of the primacy of economic values in the American society, many parents still perceive children in economic terms. Thus, the value of the child is determined by how the child performs as an economic unit of the family. In poor families the child can be perceived as a burden consuming scarce resources with little likelihood of contributing to the elimination of scarcity. In those families that enjoy considerable resources, the child is expected to exercise economic responsibility in order to decrease his or her claims on the discretionary income of the family and to learn the value of money. In either case the child is pushed to become economically self-sufficient as soon as possible.

Psychological model

Conversely, some parents perceive children, not as economic burdens, but as bodily extensions of themselves. These parents assume the total responsibility to provide for their children, even as they do for themselves. This is often a stimulus for both parents to work. They take intense pride in being able to provide the wherewithal so that their children can attend better schools, go on the class trip to Europe, be tutored in etiquette or computers, take ballet or tennis or violin or gymnastic lessons, or whatever else it may be that the parents think is important. The children often are given little choice in which, if any, of these things they want to do. The children are not pushed to become economically self-sufficient. If they work, the money they earn is spent almost entirely on consumer items for themselves.

Parents who over identify with their children often cannot accept the idea that their children may have to go through a period of something less than affluence in order to develop their own separate identities. As a result the children are hindered rather than furthered in attaining the status of fully independent adults.

Integrated model

The third perspective is a combination of the first two. These parents realize that their children must become economically self-sufficient. They know that the hallmark of adulthood in our society is economic self-sufficiency. However, they also realize that career development is a long-term proposition, with the movement from dependence to independence a long and uncertain process. Children from families with this perspective are encouraged to save at least some of the money they earn for future needs -- to help pay for job training perhaps, or to buy things they will need when it comes time to set up their own homes.

These parents know that work experience of itself is not the crucial factor -- the meaning of the work experience is. It can be next to impossible for poor families to put this perception into effect, for the bulk of family activity is devoted to the provision of scarce resources. In more affluent families, however, parents with this third perspective realize that their children must have the privilege to experiment. They know that adolescence is the time of life when experimentation is played out. They try to give their children the opportunity to test their ability to handle money for more than the purchase of consumer items, to try on a variety of jobs for size, to find out who they are and who they want to be.

Children whose parents have this orientation are encouraged to take jobs that help them to make informed career choices even if the wages are lower than they might be in some other type of work. For instance, a young person who thinks he or she might want to be a veterinarian might be encouraged to "ride with a vet" even if there is no salary involved at all in order to see if the child really is interested in pursuing that particular career.

When children work

While the integrated model is the best of the three, the question still remains -- should high school youth be encouraged to work?

A growing body of information (1: p.6,8) (2: pp.35-147) (5: pp.80,81) is available on the implications of teen-age employment, and surprisingly, the results of these investigations are cautionary. They point to the danger of development of alienation and isolation in today's youth.

Alienation is the perception of being cut off from the larger society. Isolation is the perception of being cut off from one's face-to-face groups. As parents encourage their teen-age children to work, they also cause them to depend on their part-time jobs for much of their personal satisfaction, satisfaction they otherwise would obtain from other sources, such as their families and peer groups. Work is now more and more taking the place of family and peer groups, according to the data. Therefore, if the teen-agers get no satisfaction other than the wages earned, there is a loss of personal satisfaction, and expectations for the job can become excessive. If these are not met later on, the individual can become alienated from his or her work, and therefore alienated from the society, for work is one of the major links of individuals to the larger society. Duplicate this on a large scale and the result is a lack of involvement with or even hostility toward one's society. (2: pp.90-155)

The description by Bachman (1: pp.6,8) and Greenberger (2: p.136) of teen-agers who work being cut off from their peer groups includes the sense of isolation that they feel. This produces an intense sense of loneliness. If there are no other face-to-face groups than the work group to which the young person can turn; that is, if he or she works instead of being with friends or family, again there is an excessive dependence on the work group for attention to personal needs. There is little opportunity to learn to function in other reference groups. If this situation continues, which evidently it does for many contemporary teen-agers, there is little opportunity for young people to sharpen their interpersonal skills in situations outside the work group. When expectations for personal satisfaction from work associations are not met, there may be a diminution of desire to become a productive independent adult.

What can follow is the inability to hold a job, cynicism about the economic system, exploitation of others for one's own selfish gain, and a lack of a feeling of responsibility for the general well being of society. (2: p.141)

Dominant ideology of work

The value of the self-made, self-directing, autonomous individual is related closely to the dominant ideology of work. Americans hold high the myths of self-made individuals. We have many parables such as the stories of Horatio Alger and examples from history such as Andrew Carnegie, Henry Ford, etc., to embellish and to promote the dominant ideology of autonomy. Up to now these examples always

carried the implication that after one became successful one had an obligation to return something to the society that had "been so good to me." This is a powerful morality, which has stood our society in good stead. However, the research referred to above leads one to conclude that the "self-made man" may no longer feel an obligation to the larger society, only to "himself." This sobering prospect is dramatically portrayed in the book *The Singular Generation*. Urbanska describes today's 20-30 year olds as follows:

"Work has become the centerpiece of our lives, edging out family, marriage and even love as our overriding concern and radically recasting our priorities. (6: p.15)

With its declining numbers, marriage has become an option -- not an obligation -- for both sexes. At the same time, a new ethos is emerging among married couples, that is, each partner should be self-sufficient or singular within a marriage." (6: p.xiii)

Urbanska epitomizes the consequences of the trend described above, "Singulars do not work to live, we live to work. We pour our passion into our jobs and define ourselves through them. Our careers are our babies that we nurture, investing seemingly endless supplies of time and money in them. We work 12-hour days, weekends and if needed, pull all-nighters to advance our careers. We put our personal relationships on the back burner, accepting weekend marriages, cross-country romances and the single state. We postpone getting married and having children; we neglect families and friends and even the pursuit of pleasure -- all for the sake of this sacred entity called the career." (6: p.15)

This is the autonomous individual at its ultimate -- alone, trusting only in himself or herself, committed solely to economic goals, believing in no other values. It may seem far fetched to describe the individual portrayed by Urbanska to be the outcome of the characteristics of adolescents portrayed by Bachman (1: pp.6,8), Greenberger (2: pp.90-155), and Schnaiberg (5: pp.80,81). However, if the commitment of the society is to individual economic goals, and the family is constrained to enforce the search for these goals in its children, we are in danger of creating less a society than a mass of individuals having little knowledge and caring less about the intimate relationship of individual behavior to social outcome.

Implications

Traditionally, the common perception was that one worked to live, and parents taught this ideal to their children. Work in this sense was a means to a higher end, not an end in itself. The argument we put forth here is that this traditional precept is being turned on its head -- that one now lives to work. What Urbanska describes is the extreme example of the value of living to work, though she is limited in her observations to a small group in the society, currently called the yuppies. Yet members of this group are the pace setters, the trend setters, those with whom the rest of the young adults in society compare themselves. And we are told this is where we are heading

with 75 percent of our youth. (1: p.6) The figure probably would come closer to 90 or 95 percent if all young people who want part-time jobs could find them.

If this presentation is accurate even to the 50 percent level, it indicates that contemporary families are socializing the young to concentrate on work more as an end in itself, to the exclusion of other values, than they did in the past. The traditional approach of employment personnel to deal with the individual seeking work, while still important, is no longer the sole answer to the vitality of the nation. The observation of an individual who lacks motivation to work, for instance, is probably no longer an internal characteristic of laziness but a result of a desire to work acquired from early family experiences that has not met with success. The reawakening of the desire to work in this instance is much more complicated than if it were simply laziness, for lack of motivation now results more from the culture and the structure of society than from the internal characteristics of the individual.

Outreach is vital, given the assessment developed in this paper. No longer can employment programs be developed that only address the traditional goals of assisting young people to get some sort of job whatever it might be. This goal must itself be reassessed. The moment of the individual seeking and landing the job must be seen as a social continuum from early career socialization in the home, to formal technical training, to placement in the appropriate work setting. Most important, employment personnel must interpret the meaning of work to those who set the priorities in our society, to ensure that work contributes to the strengthening of the social fabric rather than to the atomization of the society. Employment personnel need to have an appreciation of the current work environment if they are to understand the social context of those seeking work, the individual characteristics of those seeking work, and the meaning of work for the individual and the society. Employment personnel must be able to discuss with families and schools the timing of entry of individuals into the work force if work is to have the greatest benefit to the individual and to the society. The importance of having a job must not be allowed to crowd out other values that make individuals whole instead of partial.

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The youth employment situation

by Janet L. Norwood

Unemployment continues to be a problem among young people. This problem results in part from youths' weak attachment to the labor force while in school and from the understandably difficult transition from a school-centered to a work-centered life. For most young people, employment problems are of short duration, and their frequency diminishes as a person gets older and gains work experience. However, poor economic conditions, area of residence, and lack of education can exacerbate the difficulties faced by young workers. For some, these factors create a cycle of labor market failure that lingers into adulthood.

Youth in the labor market

By all measures, teenagers and young adults (persons 20-24 years old) have a more difficult time in the labor market than older workers. Youths make up a disproportionate share of the unemployed, discouraged workers, and involuntary part-time workers, as the following tabulation shows:¹

Janet L. Norwood is commissioner, Bureau of Labor Statistics, U.S. Department of Labor. The author expresses appreciation for the contribution of Thomas J. Nardone, BLS staff.

Percent of total, 1986

Age	Civilian noninstitutional population	Unemployed	Discouraged workers	Involuntary part-time workers
16 - 19	8.0	17.7	10.7	13.4
20 - 24	10.8	20.0	14.3	19.1

Much youth unemployment is associated with the job search related to initial labor market entry or with voluntary job turnover. For example, in 1986 only about one in six unemployed teenagers had lost their last job. Youth employment also is generally of shorter duration than adult unemployment. In 1986, 57 percent of jobless teenagers and 45 percent of the young adults were unemployed less than five weeks. By way of comparison, among persons 25 years of age and older who were jobless, only 37 percent were unemployed less than five weeks. Thus high unemployment rates for youth result primarily from frequent, short spells of joblessness rather than from the long duration of single spells of unemployment. For many the frequent entries to and exits from the labor force arise from their dual role as students and workers.

Work plays an important role in the life of many students even during the school year, as shown in the following tabulation of data on rates of labor force participation (the percent of a group's population that is in the labor force) for October, 1986.

Age	Labor force participation rates of persons in school
16 - 17	40.7
18 - 19	49.3
20 - 21	55.0
22 - 24	64.4

In addition, many of the youths who do not hold jobs while in school enter the labor force each summer. In 1986, 3.5 million 16-24 year olds entered the labor force between April and July, as the percentage of all youths who were in the labor force rose from 66 to 77 percent.

Youths who work while continuing their education face obvious limitations in terms of the jobs they can take. Most seek only part-time or seasonal positions, usually holding low-skilled jobs in the retail trade and services industries. Many of these young people change employers and leave the labor force frequently as they balance their school commitments with their desire and need for income.

It often is argued that unemployment among students should not be considered a serious problem. Students, after all, are receiving an education that will, in the long term, greatly improve their employment prospects. Indeed, some have suggested that students should be encouraged to concentrate on their studies and avoid work.² Others contend that summer and part-time jobs provide young people with needed income and valuable work experience.

For youths not enrolled in school, the employment situation is vastly different. Most of these nonstudents are working at or looking for full-

time jobs. These youths also bring higher aspirations and needs to the labor market than their in-school counterparts. Many must try for the first time to support themselves and, in many cases, their families. Within four years of completing high school, for example, about a quarter of the members of the high school class of 1980 had been married. In addition, 13 percent of the men and 21 percent of the women had children in that time period.³

For most young people success in the job market comes with time. As they grow older they gradually join the full-time labor force, and they become less likely to encounter unemployment. In addition, the proportion holding jobs in more skilled occupations rises. This movement into the more skilled occupations and the increasing value of the maturing young workers to their employers result in rising earnings, as shown in the following tabulation:

**Usual weekly earnings of full-time wage
and salary workers, 1986**

Age	Men	Women
16 - 19	\$185	\$169
20 - 24	264	231
25 - 34	401	305

While employment problems for most youths ease as they settle down and gain experience, factors such as business downturns, discrimination, distance from jobs, and lack of education can add to the difficulty of finding a permanent place in the labor market.

Economic downturns immediately and sharply reduce job opportunities for young people. The youngest members of the labor force naturally have limited work experience and specialized training and little or no seniority. For these reasons, they are especially susceptible to competition from other groups in the work force. Their employment prospects are best during periods of high aggregate demand, when the older workers are in short supply. Conversely, during downturns, as the supply of available adult workers increases, opportunities for youth plummet.⁴

Minority youths have long faced poorer employment prospects than their white counterparts. The incidence of unemployment among black and Hispanic youths, for example, is much higher than among young whites, as shown in the following tabulation:

Unemployment rates, 1986

Age	Black	Hispanic	White
16 - 19	39.3	24.7	15.6
20 - 24	24.1	12.9	8.7

For minority youths, the inherent disadvantage of insufficient experience is compounded by relatively lower levels of education, fewer skills, residence in poor job markets, and lingering discrimination. Black youths, in particular, experience extreme employment problems. In 1986, young blacks accounted for about 26

percent of unemployed youth, though comprising only about 14 percent of the civilian youth population.

Another factor influencing the labor market experience of youth is area of residence. Like the population as a whole, more youths live in the suburbs (15.5 million in 1986) than in central cities or nonmetropolitan areas (11.2 and 7.4 million, respectively). However, youths living in central cities and nonmetropolitan areas have more difficulty obtaining jobs than their suburban counterparts, as shown in the following tabulation:

Unemployment rates, 1986			
Age	Suburbs	Central cities	Nonmetropolitan areas
16 - 19	14.9	23.6	19.4
20 - 24	8.1	12.7	13.2

Some analysts have suggested the lack of job growth in inner cities has contributed to the poor employment prospects of black youths. However, this point is contested.⁵

There is a clear connection between educational attainment and success in the job market. Youth who have dropped out of high school face the most severe employment problems. The unemployment rate among recent dropouts was 27.9 percent in October, 1986. In contrast the rate for recent high school graduates who were not enrolled in school was 19.9 percent. One of the major problems of school dropouts is that they enter the labor force before they are qualified for more skilled, permanent, and higher paying jobs. In many cases, they remain permanently ineligible for the better jobs because they lack what has become a minimum educational credential, a high school degree.

Trends in youth employment

Three trends in the youth employment situation deserve special attention:

- The severe difficulties faced by black youths.
- The growth of labor force participation among young white women.
- The decline of the youth population.

Black youth. A longstanding concern of public policy has been the poor employment prospects of young blacks. In the 1970s unemployment rates of both black and white youth trended upward, and during the recessions of the early 1980s unemployment moved up still further. Naturally these unemployment rates have declined from their recessionary highs during the current economic expansion, and the ratio of black-to-white unemployment rates for youth are now about the same as in the late 1970s. In 1986, however, nearly two-fifths of the black teenagers and a quarter of the young adults were jobless.

Labor market analysts have offered many explanations for the limited employment prospects of young blacks. These range from continuing discrimination and a higher incidence of social problems

among blacks to the movement of jobs away from the inner cities where most black youths live.⁶ No single explanation totally accounts for the difficult black youth employment situation, and unfortunately, no single solution seems likely to reverse that situation.

Labor force trends of young white women. Another important trend in the youth labor market has been a sharp rise in labor force participation of both teen-age and young adult white women. Between 1966 and 1986, the participation rate of white teen-age women rose from 43 to 56 percent; the increase in the rate for young adults was even more dramatic from 51 to 74 percent. This rapidly increasing labor force activity of white women has narrowed the gap in the participation rates between young men and women. In 1966 the labor force participation rate of teen-age men was about 14 percentage points greater than that of teen-age women. By 1986 the difference had dropped to 3 points. Among young adults, while the participation rates of women also rose relative to those of men, there remained a 13 percentage point difference between the sexes in that age group by 1986.

Declining youth population. The third major trend concerning the youth labor market has been the declining number of youths in the population. As persons born during the "baby bust" period entered the 16-24 year old age groups, the civilian noninstitutional youth population dropped from 37 million in 1979 to 34.1 million in 1986.⁷ It had been anticipated that a shrinking pool of young workers would lessen competition for jobs and perhaps even lead to a shortage of young workers. And, in fact, evidence of a tightening youth labor market has cropped up in recruiting difficulties experienced by some retail trade and services industries in some areas of the country.⁸ Despite these reported shortages of young workers, however, most measures show labor market problems have continued for many young people in the mid-1980s.

During the recessions of the early 1980s, unemployment rates for all persons, including youth, rose sharply. Although the rates have fallen during the current economic expansion, they were still higher in 1986 than in 1979. Continued high unemployment rates among young workers would be more easily understood if there had been an increase in their labor force participation -- that is, if the lessened competition from a smaller number of youths had drawn proportionately more young people into the job market in the 1979-86 period. In fact, just the opposite occurred. The labor force participation rates for young men and women -- both teens and young adults -- have risen from their recessionary lows, but the increase has not been what would be expected from a strong labor market for youth. The participation rates for teen-age men, for example, had not reached their prerecession highs by 1986.

There is also some evidence in the mid-1980s that more young people experienced trouble obtaining full-time employment. As shown in the following tabulation, the proportion of employed young persons who worked part time involuntarily has increased:

Percent of employed persons working part time involuntarily

	1979	1982	1986
Men			
16 - 17 years	8.4	11.6	9.2
18 - 19 years	7.4	14.7	12.8
20 - 24 years	4.4	8.6	7.2
Women			
16 - 17 years	7.4	10.6	8.6
18 - 19 years	9.3	16.3	14.1
20 - 24 years	5.8	9.1	8.4

Relatively high unemployment rates, low rates of labor force participation for young men, and the increase in involuntary part-time work suggest a slackness in the youth labor market. How can the labor market data be reconciled with the expectation of improvement in the youth employment situation and with the recent reports of labor shortages in retail trade and some services industries?

As mentioned earlier, young workers have the best prospects for employment when older, more experienced workers are in short supply. The effect of the baby-bust on job market competition among young people during the first half of the 1980s may have been offset by the number of people born during the last few years of the baby boom who were still in their twenties and not yet settled in jobs.⁹ In fact, the number of 20 to 24 year olds did not drop appreciably until the mid-1980s.

In addition, some youths, particularly those who are not in school and who are seeking full-time, higher paying jobs, may not be willing to accept part-time jobs in retail trade and services. These young people may prefer to invest their time in more training or job search than part-time work. Thus shortage of young workers could occur in some businesses even as young people experience difficulty finding full-time employment in other sectors of the economy.

The continuing difficulties in the industrial sector also may have hurt the employment prospects for young workers despite the drop in their numbers. Prior to the recessions of the early 1980s, manufacturing was a major employer of youth, especially out-of-school young men. However, between 1979 and 1986, manufacturing employment declined significantly, dampening the employment opportunities available to young people. Over the period, the proportion of out-of-school young men working full time in manufacturing fell sharply, as shown in the following tabulation:

**Percent of employed men not enrolled in school
working full time in manufacturing, by age**

	16 - 17	18 - 19	20 - 21	22 - 24
October 1979	15.1	27.0	29.7	28.0
October 1986	6.7	13.6	22.2	20.6

The key disadvantages of young workers -- lack of experience and training -- may have been especially pronounced in manufacturing, where the lack of employment growth created a substantial pool of

available older workers. The decline in manufacturing employment would have affected young men more than women, since young men made up about two-thirds of the youth work force in manufacturing. This could be an important part of the explanation of why young men in 1986 were worse off relative to their 1979 status than young women.

Summary

While young workers clearly have a more difficult time in the labor market than older workers, most young people eventually make a successful transition to the world of work. Factors such as poor economic conditions, discrimination, residence in poor job markets, and lack of education can markedly increase the difficulty of this transition, however. For some youth these factors and others can turn the problems of youth into lifelong employment difficulties. Data indicate that this happens all too frequently among blacks. Evidence also suggests that youth employment problems will not be overcome solely by the declining youth population.

NOTES

1. The unemployed are persons who had no job at all during the reference week for the monthly Current Population Survey, took some specific step to obtain a job in the four weeks prior to the interview, and were currently available for work. Persons expecting recall from a layoff or waiting to begin a new job within 30 days are also classified as unemployed, whether or not they actively looked for work. Discouraged workers are persons who are not looking for work because they believe that no jobs are available or that no jobs are available for which they qualify. Involuntary part-time workers are persons who work less than 35 hours a week for economic reasons, including slack work, material shortages, repairs to plant or equipment, start or termination of a job during the survey week, and the inability to find full-time work.
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Preparing at-risk youth for education and employment: new roles for schools

by Janice Earle and Candace Sullivan

The purpose of this paper is to provide guidance to educators and employment and training personnel on how schools can better prepare youth for employment. We particularly are concerned with young people who for education or personal reasons are most at-risk of poor academic performance and school failure, and consequently un- or under-employment.

Specifically, we will:

- describe the components of effective programs to make youth more employable,
- identify the barriers to such programming,
- propose collaborative approaches that can help to overcome these barriers, and
- identify actions state level policymakers can take to support school and community efforts to enhance youth employability.

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What do employers want?

The Committee for Economic Development conducted a survey of employer needs in 1983-84 that found employers see specific occupational skills as less crucial for entry-level employment than a generally high level of literacy, responsible attitudes toward work, the ability to communicate well, and the ability to continue to learn. Specifically, the survey's findings convey three strong messages:

- For entry level positions, employers are looking for young people who demonstrate a set of attitudes, abilities, and behaviors associated with a sense of responsibility, self-discipline, pride, teamwork, and enthusiasm.
- Employers put a strong value on learning ability and problem-solving skills.
- Employers do not think that the schools are doing a good job developing these much needed abilities.

Problem

We have a national youth crisis, to some extent compounded by schools, that is affecting the ability of too many of our young people to meet the demands of employers and lead productive lives. Among the indicators:

- We have been unable to increase the number of students who graduate from high school for the past 25 years. Currently, about 75 percent of ninth graders complete high school. But, in most urban school districts, only 25-50 percent graduate.
- Even students who graduate may be deficient in basic skills. Nearly 13 percent of all 17-year-olds still enrolled in school are functionally illiterate and 44 percent are marginally literate.
- One million young women between the ages of 15 and 19 become pregnant each year. This greatly increases the chances that they will leave high school thus reducing their career options. Many remain in poverty throughout their lives.
- Notwithstanding demographic trends, which should make it easier for young people to get jobs, their labor force participation has continued to decline.
- Young minorities have serious levels of unemployment; while 11 percent of white youth are unemployed, 27 percent of minority youth are unemployed.
- Alcohol use among youth appears to be increasing, particularly among younger teen-agers. During 1985 more than a million youths were arrested for drunk driving. Further, regardless of age, current drinkers are more than six or more times as likely to use drugs as nondrinkers.
- Young people spend less time with adults, leading to greater influence by television and peers. Furthermore, all too many young people lead chaotic lives, resulting in their having little foresight, self-discipline, and responsibility for their behavior

thus displaying traits that are not sought after by employers. (Wetzel, 1987)

What has led to this situation?

Maryland State Superintendent of Schools and President of the Council of Chief State School Officers, David Hornbeck, observes:

"As we have carried forth our grand experiment in universal free public education, we have largely fashioned a system that serves well those that are white, middle to upper middle income, well motivated, and from relatively stable families. As students have deviated more and more from that norm, the system has served them less and less well. The critical mass of at-risk children and youth has grown so large that it now threatens the entire system. Instead of blaming the students for not fitting the system, we must restructure the system to provide appropriate educational services to those of greatest risk." (1987)

Demographics tell us that increasing percentages of the public school population consist of minority and disadvantaged children (Hodgkinson, 1985; Levin, 1985). These children are particularly at-risk of alienation and school failure. They suffer many of the problems described above. They are in danger of not becoming economically productive.

We can develop more effective school policies and programs to prepare young people to lead productive lives. Much is known about "what works" with at-risk youth that can be incorporated in school and employment training programs resulting in higher likelihood that students will leave better prepared for post-secondary education and employment.

Effective programs

Research on programs for at-risk youth shows that the following components are essential for these programs to be effective:

- Motivational and self-esteem building activities. These frequently involve providing youth with closer relationships with responsible adults outside the home (teachers, mentors, counselors, employers).
- Altered school instructional strategies. These might include competency-based, individualized, self-paced instruction; programs that address different learning styles; and programs that create a more personalized environment such as an alternative school within a school.
- Support services that assure non-academic (health, social, emotional, and economic) needs of students are met thereby helping students cope with the pressures in their lives and stay in school.
- Opportunities to connect students with future employment. These may include well-structured work study programs,

community service, and business-school partnerships that reach beyond the traditional boundaries of public education.

The National Association of State Boards of Education is working with the Mississippi State Education Agency to develop a project in Appalachian Mississippi that incorporates these components. We anticipate preliminary findings by spring, 1988.

A number of schools are working in this area and achieving success. For example, a San Francisco high school has developed a school-within-a-school program that uses electronic and print media as a career theme to give focus to the curriculum. The media theme is approached from both an academic and career perspective. Students in the program have a history of underachievement, poor self-image, and little home support for academic success. Students choosing this alternative concentrate on writing and research by producing English and Spanish editions of school newspapers. During the 11th grade students work with mentors in the community in fields such as publishing and the media. According to the program director, the school-within-a-school model permits a great deal of scheduling flexibility. Teachers have a large block of time with students enabling them to explore subject matter thoroughly. One particularly effective technique has been to use current events to expand on course content.

Another program in the Cleveland Public Schools targets at-risk ninth and 10th graders. Students receive an initial eight weeks of academic instruction. If their academic performance improves, they are placed in community agencies for eight-10 hours a week at \$3.35 an hour. Their assignments provide career exploration opportunities and motivate students to maintain good academic standing and attendance. Project staff carefully monitors student performance and provides personal counseling as well as career planning. Beginning this fall a component will be added to place youth in jobs after graduation and provide counseling for the following nine months.

Barriers

Traditional secondary schools are designed to move masses of students through identical time blocks and common curricular patterns. This organization was effective when schools were asked only to serve a limited segment of the population. In this century schools have been asked to take and to educate everyone through the 12th grade and graduation. This is important to our democratic society. Our lack of success in achieving universal high school graduation has demonstrated that current school organization and structure is ineffectual for all students.

Now, schools are attempting to serve diverse populations through differentiated programs (special education, gifted and talented, bilingual education) or through special schools such as alternative schools for pregnant students or students with serious behavior problems. But these programs are restricted to these discrete populations. All students need greater personalization and individualization of their school programs, particularly at-risk students. Schools have not altered their structure and organization to

provide for such. Nor have they addressed serving students' nonacademic needs.

Comprehensive high schools typically have funneled special populations into discrete programs rather than examine organizational and instructional changes that need to take place. Thus, the structure of the comprehensive high school can stay the same because the troublesome students leave or are ejected. While this may meet the needs of the school organization for order and stability, it does not meet the needs of students.

One reason alternative schools and programs have been successful is that they have been able to exempt themselves from the time constraints, the grade constraints, and the curricular constraints of the typical comprehensive high school. Further, they often provide special services to students ranging from school-based health clinics to structured career exploration programs. If we are to prepare at-risk young people to lead productive lives, we must change the way schools do business so that all students have access to alternative instructional approaches and multiple student services within the comprehensive high school.

Specifically, comprehensive high schools must:

- become more flexible,
- offer more individualized instruction, and
- meet nonacademic needs of students either directly or through referral.

Collaboration

Schools can vastly expand their ability to deliver high quality academic and nonacademic services through collaboration with external agencies and organizations. In many instances, these groups work with the same students and are eager to join forces with the schools.

At the state level, the Job Training Partnership Act (JTPA), has been the source of support for a variety of innovative school-to-work programs for disadvantaged youth. JTPA initiatives have been responsible for model program development and linking schools more closely with the employment community through the private industry councils. JTPA funds have enabled states to provide technical assistance to local school districts and schools for improved services to JTPA-eligible youth.

Private organizations also can assist schools. For example, Public/Private Ventures is a non-profit corporation that "designs, manages and evaluates social policy initiatives designed to help those whose lack of preparation for the work force hampers their changes for productive lives." Its Summer Training and Employment Program (STEP) offers low income, drop-out prone 14-15 year-olds a combination of work experience, remediation, and life skills instruction for two summers. Participants spend 80 hours at part-time employment and are paid minimum wage for six-eight weeks. Research findings show participants were able to avoid much of the

learning loss in reading and mathematics that typically occurs with these students over the summer months.

70001 Employment and Training Institute, another non-profit corporation, typically has worked with drop-out populations. Currently it is proposing to concentrate on self-esteem building activities for in-school youth under the assumption that it is important to reach young people before they fail and drop out. While they would like to work with schools, they have found it difficult to gain entry.

Schools need to assume greater responsibility for assuring students are motivated, develop self-esteem, receive individualized instruction, receive needed support services, and are connected to future employment. They either can do this themselves or make arrangements with organizations such as Public/Private Ventures and 70001 to work with them in providing such services. They must have systems for assessing and monitoring the quality of services provided by outside organizations.

Recommendations

As discussed above, comprehensive high schools are not currently well-structured for helping at-risk students prepare for post-secondary education and employment. Too few comprehensive high schools are able to initiate the kinds of programs discussed above because they require changes in school organization and instruction. State and local policymakers are in a position to encourage school change. The National Association of State Boards of Education (NASBE) through its Youth Services Program is helping state and local policymakers use policymaking authority to influence school programming for at-risk students.

Specifically, state and local policymakers can:

1. Focus attention on the need to restructure schools to meet multiple needs of at-risk students by:
 - Requiring accurate data on school completion; and releasing information on the nature and extent of the problem in school districts and by school.
 - Developing legislative agendas for at-risk youth that address employment, health and social services needs, and promoting them to legislative bodies.
 - Making "at-risk youth" agenda items for their policy review cycles.
2. Foster collaboration among schools, employers, and other agencies and organizations that can assist at-risk youth by:
 - Establishing state and district level school business partnerships to provide students with employment related services such as guaranteed jobs for successful graduates, summer and part-time employment, career exploration programs, and mentoring.
 - Convening other potential service providers such as Public/Private ventures and 70001 to explore joint programming.

3. Create incentives for schools to develop better programs to help at-risk populations graduate with attitudes and skills required for post-secondary education and employment by:
 - Recognizing outstanding school district and school achievements by publicizing their success and awarding them certificates of merit.
 - Providing technical assistance to school districts and schools, drawing on successful model programs.
 - Providing additional programs and funds so districts and schools can better address the problem.
 - Providing successful school districts and schools with greater flexibility, e.g., release them from certain state requirements and regulations if they have clearly met state-approved goals regarding at-risk youth.
4. Impose additional requirements by:
 - Requiring reduced student/teacher ratios for students who are chronically truant or are more than one year behind grade level.
 - Providing alternative teaching methods, e.g., individualized, competency-based instruction, when students are more than one year behind grade level.
 - Requiring that schools provide students with access to a variety of services addressing student emotional, health, social, and employment needs.
5. Employ sanctions against districts or schools that fail to serve at-risk youth effectively by:
 - Requiring those school districts and schools with dropout rates exceeding state or district maximums, or those having acceptably low student achievement levels, to submit plans for approval. Such plans would include specific steps for correcting the situation, with the state providing incentives for achievement of the plan.
 - Putting districts or schools on notice, and sending teams to the district to diagnose the school's failure to attain student retention and achievement objectives, when progress has not been demonstrated within a given period of time.
 - Withholding state accreditation or having the state assume the authority of the local school board in those districts where the local board fails to comply with state standards.

Conclusion

The time for action is now. Considerable national attention has been focused on the needs of at risk youth. The governors, chief state school officers, state legislators, state boards of education, local school boards, and other important education interests have put themselves on record as wanting to promote changes in school policies and programs related to at-risk youth. Likewise, the business community, represented by such organizations as the National Alliance of

Business and the Committee for Economic Development, has been urging school reform. The education and employment and training communities, working together, can influence the development of policies and programs to help at-risk youth stay in school, cope with the pressures of their lives, and leave school better prepared to undertake post-secondary education or employment.

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Productive future requires educational changes

by Bruce P. Wilson

Between 1982 and 1986, the number of employed in our economy has grown by an estimated 9.5 percent, from 101.2 million to nearly 111 million, according to the survey of households conducted by the Bureau of Labor Statistics. The Bureau's payroll tally, which excludes the self-employed, workers in private households, and resident military personnel, also suggests a similar record of job growth, to a 1986 projected total of 100 million. This record of employment growth compares favorably with that of other periods in the nation's postwar economic history. Even the rapid expansion of 1946-50 only added 8.5 percent more jobs.

The sluggish response of the jobless rate in the 1980s reflects, of course, the explosive growth in those seeking jobs that has continued from the last decade. Since 1980 the labor force has grown at an average annual rate of more than 1.5 percent. Recent labor force expansion has been less a matter of baby boomers swelling the ranks of the working-age population than a continuing rise in labor force participation rates, particularly by women desiring to add a second income to the family finances. At 64.1 percent of the non-institutional population in 1980, the national participation rate now has risen to 65.4 percent, with two-thirds of that increase coming since 1983.

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Another difference in this employment expansion is in the type of jobs being created. Some 87 of every 100 vacancies filled have been in services, with only 13 in the goods-producing sectors (construction and manufacturing). Indeed, under the influence of accelerated automation and a strong U.S. dollar, manufacturing employment is now 10 percent below 1979 peak levels, and has been stagnant at just under 19.5 million for two years.

In contrast, employment in retail trade has increased by nearly 20 percent, more than 18 million, since the depths of the last recession. The miscellaneous services category, which comprises hotels and motels and business services, including temporary office and health services, has grown even more rapidly. Nearly 75 percent of those in the payroll survey now are employed in the services sector, up from just over 70 percent in 1979.

This shift in the pattern of employment has engendered concern over the quality of jobs being matched by jobs gained in the services sector. A 1985 study by Nobel Prize winner Wassily Leontief and Faye Dunchin of the Institute for Economic Analysis at New York University addressed this concern in its examination of employment trends through the year 2000. They found that instead of facing the specter of higher unemployment, the U.S. economy in 2000 would be experiencing a labor shortage, the result of slowing population and labor force growth. Though automation will eliminate nearly 2 million semiskilled jobs by then, a similar number of positions will be created to make the necessary capital goods embodying the new technologies.

This sanguine assessment assumes a dollar exchange rate such that American firms will be able to manufacture capital goods competitively. Even if they can, the question remains: Who will reap the additional national income generated by a more automated, service-oriented productive process -- workers or owners of the companies employing automated machinery?

Such questions suggest that, as the United States experiences the most dramatic restructuring of its economy in a generation, pressure will grow to resolve conflicts over the distribution of national income and the quality of working life, not in the market place, but in the American political process.

So it seems that it may wind down to who casts the most votes. Voting records for youth and young adults are dismal at best.

Dropout and underachievers

We will briefly chronicle those who will be the biggest challenge to prepare for the world of work of the future and now, our minority dropouts and underachievers.

Last year in Boston more students dropped out than graduated from high school. In parts of Detroit and rural Louisiana and Alabama, fewer than a third of all teenagers get a diploma. Nationwide, nearly a million students graduate each year unable to read and write, and one in four never graduates at all. The problem has been getting worse. Since 1970, when the graduation rate reached an all-time

high, the percentage of dropouts steadily has increased. The National Dropout Prevention Center at Clemson University projects a staggering 40 percent dropout rate by the year 2000.

These children, most of them poor, black, or Hispanic, are America's educational underclass. While middle-class kids enjoy gleaming laboratories and computers, these children struggle in an educational Third World where supplies are shoddy, teachers are baffled by a barrage of different languages, and discrimination handicaps even the brightest and most willing child. From this classroom ghetto, it's a short journey to the world of adults trapped in joblessness and poverty. "No society which claims to be civilized should tolerate the educational abandonment of its children," Sen. Daniel Moynihan (D-NY) said, "but we do."

Many of these kids enter school with several strikes against them. Half of all black children today live with their mothers only and lack the family support so critical to educational success. Inadequate nutrition and health care, rising drug abuse, and an epidemic of teen pregnancy (four of every 10 girls are pregnant before they reach 20), all serve as barriers to a disadvantaged child's success in school. Since the bulk of school funding comes from local property taxes, poor districts are left to cope with crumbling buildings, outdated texts and a shortage of basics such as paper and pens.

Standards and testing questioned

Educators protest that they cannot take sole responsibility for overcoming all of society's ills. But advocates of school reform argue that schools are not merely innocent bystanders, either. Inside the classroom, a subtle and destructive form of discrimination may be at work. According to the National Coalition of Advocates for Students, a child who is poor, black, or Hispanic, is far more likely to be physically disciplined, suspended, expelled, or made to repeat a grade, all practices shown to increase the likelihood that a child will drop out of school. A minority child is three times as likely as a white child to end up in vocational education or in classes for the mildly mentally handicapped.

Assigned to these "tracks" in first or second grade on the basis of standardized tests that many criticize for cultural bias, these children find it nearly impossible to get back in the mainstream. "My boy was placed in a class for the mentally retarded," recalls one Chicago parent of a formerly misclassified child. "That blue slip is really a one-way ticket to emotional and educational death for many children. It says to a child, 'You are retarded.' It says to a child, 'You are lost.'"

In effect, says Harold Howe, a senior lecturer at Harvard's Graduate School of Education, poor and minority children are being "pushed out" of schools. And, he argues, with the current wave of school reform demanding higher standards and rigorous testing, the situation only will grow worse. Says Howe: "If you rush in and raise standards without added funding and teacher training, you're going to hurt a lot of kids. The kids at the bottom will dropout and average test

scores will go up, so schools will end up looking great. But they won't be."

The news is controversial. Education Secretary William Bennett believes that disadvantaged children stuck in decaying inner-city schools benefit most from a boost in standards. His department's conclusions on what works in the classroom have broad support: educators and policy-makers across the spectrum agree that strong leadership from principals, frequent evaluation of student progress, and most important, high expectations for all students, are the features of a successful school.

Nevertheless, critics continue to charge that the federal government is not doing enough to address inequities in education. Since 1981, funding for Chapter 1, the federal education department's remedial program that supports tutoring and special classes for children living below the poverty line, has eroded 17 percent in constant dollars. According to a report by Chair Augustus Hawkins (D-CA), House Committee on Education and Labor, Chapter 1 now is serving only half of all eligible students. Bilingual education programs and health and human services "Head Start" preschool programs reach even fewer of the kids who qualify.

Keeping kids in school

States and local communities are way ahead of Washington in their efforts to keep kids in school. Governor Bill Clinton, Arkansas, has achieved the lowest dropout rate in the South with his project SPARK (Services Provided for At-Risk Kids), which is aimed at assisting youngsters before trouble starts with preprimary programs and elementary school counseling. New Jersey Gov. Thomas Kean, calling the present system an "educational state of emergency," is pushing for state takeover of local districts with high dropout rates and low test scores.

Around the country, business leaders concerned about their future employees are enticing students to stay in school with summer employment, college scholarships, and guarantees of jobs to students who get diplomas. The Cities in Schools program, a non-profit organization now operating in eight states, brings business people together with representatives from local churches, colleges, health clinics and counseling services to offer career advice, job training and other assistance to poorly served students. Counselors are relocated to school campuses where they have ready access to the kids. Parents also are drawn into their children's education with information and counseling on how they can help.

Most of these programs are aimed at boosting the youngsters' self-confidence. In San Antonio, for example, where 58 percent of the young people are illiterate and the dropout rate for Hispanics is 43 percent, at-risk high school and middle-school kids are being hired to teach, a reversal of the usual practice of assigning these students to remedial classes. The school dropout rate for participants has been cut to 4.3 percent.

These kids will make it, but those 2 million a year who drop out or graduate unable to read and write will face a continuing struggle to find work and stay off welfare rolls. Their failure exacts a heavy toll from American society. The National Education Society estimates that the cost to provide for dropouts and their families is more than \$75 billion a year in lost tax revenues, crime and crime-prevention costs, unemployment, and welfare. For every taxpayer that means an outlay of about \$800 a year. Added to that is the expense of remedial training, now provided to workers by a third of all major corporations. "American business will have to hire more than a million new services and production workers a year who can't read, write, or count," Xerox Corporation Chair David Kearns said. "Teaching them how and absorbing the lost productivity while they are learning will cost industry \$25 billion a year for as long as it takes."

The long-term costs may be the most burdensome of all. Over the next 14 years, the number of young people in the American work force will shrink by two-fifths, at the same time that industry will be demanding increasingly advanced skills from employees. Without a highly skilled work force experts predict America's standard of living and capacity to compete in world markets will decline sharply.

U.S., Japanese schools compared

Many of today's leaders in education are urging swift action. Says Ernest Boyer, president of the Carnegie Foundation for the Advancement of Teaching: "These schools need special attention and creative work. Whether we will be gifted enough to find strategies that work remains an open question, but one which I believe will shape the destiny of the nation." This will be the most difficult segment of our youth to prepare for the world of work.

In order to examine our educational system, we should compare it to the Japanese perspective of education. Prime Minister Nakasone's visit to the United States, April 27, 1987, underscored the increased stakes in the continuing competition between the world's two economic superpowers. In the immediate future the outcome of the struggle will turn on the course of the dollar and the conduct of Japanese and American trade policy.

Over the longer term, however, global economic preeminence will be determined by the evolution of national comparative advantage. Both Japan and the U.S. expect to be contending the same arena: the development of knowledge-intensive goods and services. In such a competition the quality of each country's education system will play a critical role.

The conventional wisdom about American education is that our institutions may be a little short on the basics, but they produce some extraordinarily original and creative thinkers. The Japanese have more rigorous preparation but are steeped in conformity, and so are better at imitating and refining the ideas of others.

Several recent studies of the educational systems in the United States and Japan have added a new dimension to this conventional picture. This research has found the American approach to be inferior

to the Japanese at the primary and secondary levels, but superior in the college ranks.

The Japanese record at the elementary level is all the more remarkable because classes are large (40 or so), no student ever flunks, and teachers are not expected to focus on academics, but rather on the complete development of the child. Merry White of Harvard University, in her recent book, *The Japanese Educational Challenge*, concludes that the Japanese succeed academically despite these impediments. Contributing factors are the homogeneous character of Japanese educational bureaucracy, the elevated status of teachers in Japan, and the enormous pressure to conform.

More important than all of these, White believes, is the motivation of Japanese children to learn. The source of this enthusiasm has no close parallel in Western society. It starts with the extremely close and dependent relationships Japanese children have with their mothers. Such a relationship leads to classrooms in which students accept authority, work hard, and find their identity in that of the class.

Japanese families typically also have a different pattern of involvement with their children's schooling than do their American counterparts. In the U.S., families are quite active in the preschool years, reading to the child and teaching elementary number concepts. In Japan, however, little emphasis on learning occurs in early childhood: play is more important.

Entry into Japanese primary school serves as a catalyst for intense parental (usually maternal) involvement in the educational process. Often parents pay extra for students to attend private "cram schools," called *juku*, to improve their preparation for examinations that determine the levels of junior high school, high school, and college they will attend. This intense review process produces scores on standardized tests at or near the top in international comparisons.

The "examination hell" that follows is a source of great anxiety to Japanese adolescents. Once in college, however, the 29 percent of high school graduates who attend (verses 58 percent in the U.S.) find the going much easier since far fewer demands are made on them. A recent U.S. Department of Education study, *Japanese Education Today*, noted that Japanese professors typically care less about the quality of their teaching than do their American counterparts. They tend to be more authoritative, hew more to text materials, use lectures more, and generally get less involved with their students.

The Japanese government is addressing this problem by examining American college practices. International exchange programs have been stepped up, and several dozen U.S. universities have been invited to set up satellite campuses in Japanese cities.

Changes in U.S. schools suggested

Americans can take pride in the quality of their institutions of higher learning, but the caliber of the graduates they produce is limited by the quality of the matriculants they receive. To remain competitive in the international economy, the success rate in our primary and secondary schools will have to improve.

Some changes in the schools will help: longer and more days, better teacher pay, and the like. But White and the DoE agree that a more fundamental change in attitudes also will be required. The group-oriented Japanese tend to believe that high achievement is typically the result of hard work. Individualistic Americans place greater stock in natural ability and thus are led to work less hard than they might.

Attitudes, institutions, culture: all will have to change and adapt if the United States is to remain a global economic power.

To be prepared for the world of work, our youth must be better prepared at the primary and secondary level. We must continue to stress the basics in reading, writing, and arithmetic skills. Vocational education should be available in high school for the student population that desires it. The length of time per day and semester must increase. The Japanese student attends eight-10 hours daily and half a day on Saturday. We must pay our teachers more for better results and preparation on their part. We cannot tolerate the feminization of the teacher profession to discount its professional worth in the market place. Stiffer tests for both teacher and pupil alike are necessary for a true assessment of both's skills.

If the United States is to participate in a true global economy, we need a first rate educational system. We have not committed to excellence in each state or on a national level. Student attitudes toward learning must change, also. We cannot afford a host of "Ferris Bueller's Day Off" types of personalities. If we don't take the above steps, we cannot prepare our children for the world of work, and we deserve whatever we get.

Choices: conscious decisions about youth and work

by John Stine

Youngsters today make choices based on lessons passed down from the older generation. Some lessons are easy, others are hard. But one lesson young people have embraced with open, goods-laden arms is how to be consumers.

It is hard to imagine parents doling out a weekly allowance in sums large enough to cover everything many kids need to buy. They have cars that need gasoline and tires, wardrobes to fill with Izod and Gloria Vanderbilt designer clothing, and compact discs to buy for their portable stereos.

Choices notwithstanding, a very real problem for many of today's young people, particularly teen-agers, comes when the hunger to consume overtakes the student's quest for grades. Class clothing can beat out class standing hands down. When that happens, the desire to get a job usually quickly follows.

But not everyone agrees that all youngsters should be gainfully employed. Or that the Job Service system should be funded to help them. Educators, parents, psychologists, and counselors also seem divided on the advantage of students working, particularly during the school year. Those who support teen-age employment point to self-esteem as the chief benefit. If the youngster does well on the job, the argument goes, that tends to raise the young person's sense of independence. The main psychological task during adolescence, they

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stress is helping individuals separate themselves from the parents -- finding and holding a job can help the do that.

Among other benefits, a job also can help people understand the value of money, broaden their experiences, teach them responsibility, introduce them to the adult world and expand their social group. And youngsters with an unstable home life also may find a degree of stability from relating to their adult supervisors on the job.

Others are just as quick to point out the many problems associated with youth employment. On the low end of the youth age scale, for instance, teachers report they often face students who are sleepy from having worked too late the night before. They also see students becoming bored with school and what goes on there because they have spent so much of their emotional energy on the job. And because students are less likely to spend their evenings on homework, teachers often cut back on assignments or slow down the pace. As a result the student learns less.

At the upper end of the youth age scale (from 18-24, perhaps), the problems have more to do with a lack of job skills, lack of motivation, and lack of opportunity. Too often these older youth cannot find work because they are ill-prepared for it, have little concept of acceptable on-the-job behavior, and have little respect for other people and their property. Because of that most older youths wanting jobs appear at the Job Service office at once dejected and overbearing, ill-at-ease and super-sensitive, embarrassed yet outwardly egotistical. They exhibit contradictions in abundance.

Another problem, this one mostly among the more affluent youngsters, comes when teen-agers use their wages exclusively for luxuries. With their parents paying rent, food, and clothing costs, the youngster seemingly can afford a lifestyle now that may be unrealistic later on. When these young people do leave home, chances are great many will no longer be able to make payments on those big ticket items. That easily can lead to future credit trouble.

But not all youngsters are looking for work just to earn money for high-priced luxuries. Some of all ages need a job to supplement low family incomes. Others, who live with grandparents or other relatives, need to work because they have no living parents or they are survivors of broken homes. Quite often the income they want to supplement with youth employment is limited to meager child welfare payments or minimum Social Security benefits. In such cases any wages the working youngster might earn can help put food on the table or help keep the family car running. Often victims of poverty, these kids may most need the help promised by the Job Service system. Yet, quite often, that promise appears to many youngsters to be an empty one.

Psychological and social considerations

Although some people oppose the trend, a majority of high school students today are working -- some to support an upscale lifestyle, others to simply earn additional income. According to the National

Center for Career Statistics, nearly two-thirds of high school seniors now hold part-time jobs.

While youth employment problems have been a marginal concern of Employment Security professionals for a number of years, the question of teen-agers holding jobs during the school year only recently has received any real degree of attention. Among academics, however, particularly since the recent publication of a study by Ellen Greenberger and Laurence Steinberg, *When Teenagers Work: The Psychological and Social Cost of Adolescent Employment*, attention to the problems has been considerable. And for good reason. Their conclusion is that employment among high school students fosters a number of potential evils, including falling grades, drug and alcohol use, and increased stress.

Exhaustion from combining work with an already hectic school schedule is another problem. So is the continuing controversy over vocational education. And not a few are starting to strongly question the benefits of students working now at the expense of a college degree later -- is a part-time job worth it?

While there is much talk about work and materialism, work and wealth, work and self-esteem, and all the rest, it ought to be recognized, first and foremost, that many people work simply to earn a decent living, to put bread on the table, and to support themselves and their loved ones as best they can. Most of what they earn is spent; little is saved or invested. A good many teen-agers work for exactly those reasons -- they do it because they must, just to support themselves and others who are dependent on them.

In any event, what seems to bother school counselors most is that academically gifted students often sacrifice, or lower, their college ambitions as a result of working at part-time jobs while attending high school. Many feel that extracurricular activities, which often catch the eye of college recruiters, may be sacrificed, and even gifted students may cut back on academically challenging courses just to maintain their grade point averages.

Many school people also feel that the money youngsters make working tends to fuel the teen-ager's urge for instant gratification. To prepare for college, they argue, delayed gratification is often necessary. Further, if most school people had their way, they would probably insist that college-bound students forego working during the school year altogether. If working was an absolute necessity, some might concede, then students ought to be required to find a flexible job, like babysitting, or something that would allow them to limit their work schedule to between 12 and 15 hours a week.

Besides babysitting, school counselors point out, selling on commission is an example of a flexible job. So are many jobs in the retail trades. The person doing the commission selling usually sets the hours and the pay can be very good, usually well above average if the youngster is good at it. And retail jobs mix well with school because most stores close by 9 p.m. A young worker often can arrange a work schedule that calls for only two or three evenings a week and maybe a full day on Saturday or a weekend shift.

Fast-food jobs, on the other hand, may not be good for working students even though a popular job choice. In some places educators (and parents, too) have started to object to the hiring of school kids for fast-food jobs, not only because most require teen-agers to work late at night, but also because they are not necessarily good work environments. Turnover tends to be high in fast-food businesses, and much of the work is menial. Another criticism is that skills learned from doing the fast-food jobs cannot easily be transferred to future careers. And not a few parents have come to believe that their children are not being properly supervised while working at fast-food locations.

The college-age youth fare little better

A college education, still the ticket to the good life, is fast becoming the impossible dream for a growing proportion of lower-income Americans. Even for those who would rather go to college than work, tuition is now higher than ever. But now national statistics are suggesting that a few who might have gone to college a few years ago are no longer making it.² From these figures it also appears that a smaller proportion of lower-income Americans are getting the education they must have to master jobs in today's technological, white-collar society.

The reasons why colleges are losing low-income students are not hard to find. College costs are soaring -- up 79 percent since 1978 for a state university, usually the most reasonably priced for a four-year school. Because of that, lower-income students are now more apt to go to a community college in the town in which they live where costs are even lower. Yet, the U.S. Department of Education reports, it is these very two-year colleges, in particular, who are now losing minority students -- another likely sign of financial stress.

To pay today's enormous college bills a low-income student needs a lot of help. Even median family incomes have been generally sluggish lately, adjusted for inflation, and real average weekly earnings actually dropped between 1980 and 1986. Higher unemployment and a whole lot of underemployment in the 1980s, on the part of many students' parents, has put more pressure on high school graduates to get a job rather than go on to college.

Student aid also is shrinking. In 1981 Congress and the administration agreed to cut student benefits out of the Social Security program. Use of the G.I. Bill started down in the mid-1970s, when the numbers of Vietnam-era veterans interested in advanced education began to dwindle. Both of these educational assistance programs were of immense benefit to the poor. Other forms of scholarship assistance also have declined in recent years.³

To their everlasting credit, it now appears that a few of the poor are bucking these national trends. Many are taking larger loans, going to college later, and alternating work and study. But other low-income youth also are starting to show up at Job Service offices. Higher education for them has proved to be elusive, so they are increasingly

turning to job placement professionals for advice and counsel. College will have to wait.

To a lesser degree, the same sort of "educational regression" is beginning to show up among the middle-class, those more affluent youngsters one normally would expect to pursue professional occupations, jobs requiring at least a four-year college degree for certification. The reason for this seems to be that many potential middle-class students now seem to be deciding that a degree is not worth the risk. That is, they are becoming increasingly aware that college is a gamble. The gamble is that the degree the graduate earns on borrowed money will bring a payoff later.

Worse, borrowing limits are being increased. The stakes are being raised. While previously the federal student loan limit was set at just under \$17,000, as of Jan. 1, 1987, that limit was raised to an astronomical \$50,000 under recommendations of the U.S. Department of Education.

The irony in all this is that American society generally has supported the notion that advanced schooling should be made available to everyone. And most Americans always have regarded education, especially college, as a way to get ahead. Even those children born to poor families, it is generally believed, can become more affluent by getting a good education. Lyndon Johnson, for example, the great friend of student loans, borrowed his own way through school. There is, to this day, enormous public support for borrowing, particularly if the goal is a college degree.

In the Reagan era, when outright federal grants to the needy have been curtailed, loans have become the primary way equal opportunity has been offered to the underprivileged. It now remains to be seen what effect the administration's \$50,000 lien on life has on the fortunes of the higher education gambler.

The challenge to advisers

Aside from college costs, educational issues also should concern people charged with helping youngsters make decisions about work. That is, students ought to be encouraged to remain in high school at least, no matter how boring they find it or how much they dislike the experience. Adults ought to avoid distracting students with anything that might divert their attention from school -- meaning any work other than school work. But many parents feel that's unrealistic because kids need spending money, and they should be encouraged to earn it. Part-time work that does not conflict with school work, or work that does not drain the youngster of energy for or interest in school work, is a way to do that. Consequently, many feel, the part-time job has become a social (if not economic) necessity for most students.

Possible (and acceptable) choices for youth employment assistance would appear to include summer jobs, part-time work after school, full-time work that conflicts least with high school, full-time work for dropouts (youngsters not interested in or inclined to go to college), and career-oriented work for graduates of colleges or training schools.

Presented in this way, the task of helping youth find work seems simple enough. Yet experience has shown that none of these obvious Employment Security options are without their problems.

The summer job scene

Difficulties one might encounter in dealing with summer jobs for youth include child labor provisions, minimum wage restrictions, questionable legal or moral situations, and labor market demand. Of the potential problems, the latter may be the most critical. If employers cannot be found there is little anyone can do to help young people find work, even for just the summer.

Often things can be done to "pave the way," so to speak, for a successful summer job program. By looking ahead just a bit, by making a few strategic contacts, and by doing some creative advance planning, a wave of interest usually can be generated in a community that will prompt employers to "make jobs" for youngsters. In many cases these same employers then will begin to show others they have a vested interest in the success of the summer job program through advertising, word-of-mouth, or simply by the interest they begin to take in the welfare of the city or town in which they do business.

As a potential problem, the violation of child labor provisions must always remain in the Employment Security professional's mind. While willful violation appears to be a rare occurrence, the possibility cannot be ignored. To prevent surprises many agency workers have made themselves thoroughly familiar with all child labor laws. To prevent lawsuits they also have taken steps to make sure prospective employers understand the laws, as well.

Minimum wage provisions also should be studied. Staffers have found that although it is unlikely any employer will readily admit to underpaying anyone, care should be taken when reports from teenagers indicate they have been short-changed. In most cases, the reports will be in error. Youngsters were docked for being tardy or late, or they failed to work as many hours as claimed, but it's better to be safe than sorry.

Concerning questionable legal or moral situations, experienced Employment Security professionals investigate if anything improper is suspected. They do not hesitate to close out an employer's hiring account if trouble is found. You may not be able to stop an employer's illegal or immoral activity that way, they admit, but you can sure stop your further involvement in it.

Finding summer jobs for youth can be one of the most satisfying tasks Job Service staffers can do to assist teen-agers in the world of work. But even when things seem to be going amazingly well there still can be frustrations. One of the least appreciated, perhaps, is the eventual realization that jobs seldom can be found for everyone. Some very deserving youngsters may never be hired.

The part-time work dilemma

While summer jobs for youth do have their place in teaching young people about work and earning one's way, most youngsters also are faced with the temptation to work while going to school. Many do -- some successfully, some not. The difference often depends on the nature of the work, the nature of the student's course of study, and the personality or vocational capability of the youngster. Part-time work success also can depend on the advice and counsel available to the potential young worker from understanding parents, resourceful teachers, friends, and concerned professionals, both inside and outside the Employment Security profession.

On the plus side, some high school students can gain confidence and a sense of independence from their part-time jobs. Others, though, may fall behind in school, suffer stress and exhaustion, or spend their income on alcohol or drugs. The teen-ager's abilities can make the difference, employment counselors say. But so, too, can the abilities and capabilities of the job counselor.⁴ Too many of them do not know how to help the young person.

Abilities to choose or to decide, for example, usually will be directed to relatively normal situations like the responsible 17-year-old teen-ager who simply wants to start working. All things being equal, that youngster's parents might just as well turn over the car keys and say, "Go find a job." But if you're dealing with a learning disabled 15-year-old, then the real need is to help that teen-ager find a job at which he or she will be successful. If you are the employment counselor (or interviewer) that youngster talks to about work, you will want to make sure you don't pick out a beginning job where people will be negative influences.

Ideally, perhaps, the best approach is for parents and teen-agers to work out the employment question for themselves, and in that way avoid any reason to deal with an employment counselor. Issues they can decide together would be the appropriate number of work hours per week and the setting of guidelines on how the earned money is to be spent. With any teen-ager, parents ought to be able to say, "You can have a job if you and I can sit down and figure out when you are going to study. As long as I can see you doing that, for example, then you can keep the job."

Aside from the ideal is the very real situation where too many parents don't really know what their children are thinking or doing. Too often the parental attitude is simply, "You want a job? Good. Go support yourself. You've sponged off me (or us) long enough." That's when the youngster often turns up at the Job Service office looking for work -- probably not quite a dropout, but definitely headed in that direction. That's when Employment Security work becomes career counseling work whether the Employment Security professional is prepared for that role or not.

The vocational education problem

But maybe the biggest problem in the part-time job area has to do with the bitter controversy that often seems to force an unwelcome choice between academic and vocational studies. Many students have come to believe that when that choice is made, or forced on them, their future vocation will have been decided.

In the future, some educators are now saying, the whole vocational education issue must be rethought, reworked, and applied in a much different way than it is treated today. Author and management consultant Peter Drucker is one of those. His feeling is that before long vocational training will be replaced by "the education of technologists." This, he says, will be "general" education, or in the strictest sense, "liberal" education. He claims this will come to pass because when knowledge is applied to work, continuing education will be needed. By that he means, as written in *The Age of Discontinuity*, "the frequent return of the experienced and accomplished adult to formal learning."

In the meantime it would seem current youth employment problems must be dealt with in ways fair to all. That raises the dreadful issue of discrimination. It also thuds squarely (and often quite loudly) on the continuing plight of the poor, the disadvantaged, the insolent, and the dejected.

Maybe syndicated writer William Raspberry, in a Feb. 11, 1987, column in *The Austin American-Statesman*, said it most effectively when he lamented, "It's hard to know where to start crying first: Over the Urban League's newest State of Black America Report, which focuses on the desperate lack of job opportunities for minority youngsters, or over the recent report by the National Alliance of Business, which predicts that things will get a good deal worse."

In this newspaper column, Raspberry paints a grim picture of the league's report in political terms: "The deep recession that has gripped the black community throughout the Reagan era has continued," with a growing gap in black-white income, an increase in the black poverty rate, and the continued unconcern of the federal government. The NAB report, he writes, "though less colorful in its prose, is even grimmer in its projections of what the work force will look like by the year 2000." An excerpt:

"Most striking will be the growth of the less educated segments of the population that have typically been the least prepared for work. The number of minority youth will increase, while the total number of youth of working age will decline. The number of high school dropouts will rise, as will the number of teen-age mothers. At the same time, entry-level jobs will increasingly require basic analytical and interpersonal skills."

In other words, Raspberry summarizes, as America turns away from manufacturing to more highly skilled jobs, the poor will get poorer. New jobs being created by the information revolution will require precisely those skills members of the underclass are least likely to have.

Further, says Raspberry, if these underclass youngsters, largely useless in our present 1980s economy, continue along their present trends, they will, by the year 2000, "be far worse than useless."

The vocational education stigma also poses another problem for youngsters. That is, "VE-related" jobs are thought of by many as dead-end occupations not requiring advanced education or certification. Kids who pursue their VE course of study are quick to dismiss certain profession-oriented academic activities as being "Mickey Mouse."⁵ Because of that, they are quick to drop out of school just as soon as the opportunity presents itself. The condition may be one of the most tragic examples of the self-fulfilling prophecy.

Full-time work as an escape from academic underachievement

The youngster entering the doors of the Job Service office with a full-time job in mind does so for several urgent reasons, none of which are easy to dismiss. But of this everyone can be reasonably sure, the youngster desperately needs help.

That desperation is caused by several things, not the least of which is the lack of a job. In most cases, youth come to ask for help only after exhausting all other means of finding work -- newspaper ads, friends, word-of-mouth, and sometimes even after being turned down (or ignored) by private employment placement firms. In the youngsters' mind, at that point, they may believe themselves less than worthless. Worse, for many of them, the cupboard is bare. Having left their homes they need money for food and rent, and they need it now.

The temptation is often great for Job Service staffers to intensely counsel with young people in such dire straits. Such attempts would be justified, one might argue, to get them back in school, to change their minds about academic pursuits, to pave the way for their return to the classroom and maybe even college somewhere in the future. Unfortunately, for most, such an approach is folly, for now, at least. Those who attempt it only will be reinforcing feelings that caused the kid to rebel in the first place -- the need to cut their losses, avoiding further academic failures by entering the world of work.

Indeed, the most pressing problem most youngsters face in situations like this is the matter of acceptance. In our society the term dropout has come to mean failure, lack of responsibility, and other negative traits. Dropouts, for the most part, are given a no-confidence evaluation and labeled "educationally deprived." This seems immediately and automatically to categorize them as people who have nothing to contribute to the labor market, except to do the most menial of tasks.⁶

Another problem is that of identity. Most kids associate their early identity with schooling. That, in turn, establishes their self-worth. Among dropouts this has caused an identity crisis, particularly among the disadvantaged. That is, length of schooling has somehow become geared to a system of rewards in terms of getting a good job. The result is that those without the accepted credentials (a high school or college diploma), are denied most rewards available through the system. Ironically, numerous studies have proven conclusively that

length of schooling does not relate in any meaningful way with literacy or intelligence. Many of the nation's dropouts, who do have a high degree of literacy, still are being denied good jobs simply because they do not have the "proper" educational background.

To a large degree the real problem of acceptance is with the nation's employers. For reasons largely illusory, they have insisted on designing and using a job application form that asks for academic achievements -- years of school completed, degrees or certificates earned. Based on that largely occupationally-irrelevant information, they routinely reject people who do not "measure up" to their arbitrary notion of just how much formal education is really necessary to do a specific job.

The educational bias dropouts consistently encounter is harmful. And it is wrong. Employment Security professionals ought to be doing everything they can to counter the formal education myth used to support it. They also need to be telling applicants and employers alike that many famous and highly successful people have achieved extraordinary things in life despite their lack of formal education.

To effectively dispel the myth that people without educational credentials cannot excel, one need only be reminded that Thomas Edison lacked a formal education. So did the Wright brothers, generally regarded as the fathers of modern day aviation. Other names to ponder: Walter Cronkite, Harry Reasnor, and David Brinkley, television commentators without college degrees. Frank Lloyd Wright, recognized by many as America's greatest architect, had no degree. Neither did John Glenn, the first American to orbit the earth.

The scope of achievement possible without a diploma or college degree is too seldom shared with job applicants. Why not is a mystery. As a direct consequence a lot of counselors end up looking awfully silly (if not downright insincere) when they try to explain their apparent unwillingness to understand, or do anything about, the dropout's self-worth attitude. It remains a problem that calls for urgent attention.

Confidence also can be a dropout's problem. Indeed, many feel that self-confidence is more important than mental ability in determining whether youngsters get the jobs they want. A study in the rural South started in 1969 by Lawrence Schiamber of Michigan State University may be the proof. It showed that family influence on students appeared to be more important than scholastic achievements. Concluded the study: "The more confident (a student) was in high school that he (or she) would attain an occupation, the more likely he (or she) was to attain it." An overall finding was that "few of the poor students fulfilled career expectations." Half of the black males in the fifth and sixth grades, the report said, aspired to professional and technical jobs. Yet, when those same students were reinterviewed in 1979, only 7 percent of them were working in such jobs.

The elusive brass ring on higher education's merry-go-round

Many people naturally suppose that young workers with college degrees or skill training certificates can find work easily. For many graduates that is simply not true.

There are several reasons for joblessness among college graduates. In some cases it's because too many students have been awarded degrees in an already overcrowded profession -- a probable fault of the educational system. Others are quick to blame the government for the lack of a meaningful national employment policy. Not a few point to unrealistic expectations on the part of picky job-seekers as the real reason jobs for graduates seem elusive.

While it is not possible to prevent the frustrations many well-prepared graduates feel when they can't find acceptable work, it would seem more could be done to help those now in school prepare for tomorrow's jobs. One way to do that is to admit that the higher education problem is a real one.

The Reagan administration has been accused of "going soft" on education. Initially, the administration denied it. Yet, funding for skill training (as in the Work Incentive program and the Job Corps) was curtailed. Money for work-study (scholarship) programs for minority youth has been reduced. Since all of this has become clearly evident, the administration simply chooses to defend those drastic educational cutbacks as being beneficial to the nation. They are also quick to challenge the need for federal government assistance in educational matters in any event, and they have strongly questioned education's willingness to fulfill their teaching role.

Further, rather than assist higher education through the provision of more tax dollars -- money needed to encourage the enrollment of poor students -- Reagan administration officials proceed to "lecture" higher education for its perceived abuses and shortcomings. If teachers were more dedicated, government seems to be saying, both rich and poor would benefit. From the educator's perspective, as well as from the Employment Security professional's peripheral involvement, the promise does not ring true. Many still feel that lack of money is the real problem, not lack of dedication.

Another development that has confused employable youth among higher education graduates has been the rapidly changing nature of work, and the jobs created to do that work. Not too many years ago students leaving college had a pretty good idea of what their future career would be. In addition to the traditional professional fields was the largely undefined field of management. Business graduates, especially, fully expected to become managers sooner or later.

Today those expectations are not nearly so well defined. As Peter Drucker muses in his book, *The New Society*, "the emergence of a middle-class employee -- the 'knowledge worker' -- as the largest and most rapidly growing group in the working population," has brought about drastic career changes. In most cases the nature of the jobs seem to change almost daily, and many do require college level educations because of their complexity. Some of that work, Drucker

says, is related to computers, some to the environment, and some to any one of a dozen or more natural sciences.

Aside from the changing nature of the work is the changing nature of the graduates. It wasn't long ago that employers demanded mobility in the work force, and got it. People hired also were expected to be loyal, and most were -- to a fault.

Although work still is valued, it is not valued more than family, health or happiness. Rather, newly graduating workers strongly value their free time and look for jobs that will allow them to be "self-actualizing."

Major technological and educational revolutions also are placing new demands on graduating students. Walt Rostow, the Rex G. Baker, Jr. Professor of Political Economy at the University of Texas at Austin, says this of new technologies emerging to gain our attention: "Technologies...which moved from invention to innovation around about 1975 are...micro-electronics, genetic engineering, (and developments in) new industrial materials, lasers, robots, and various new means of communication."

Rostow then proceeds to emphasize the importance of each new field. His plea is basically for a condition of readiness. While recognizing that stiff competition will result when cities with their industrial development boards spar with one another for these new technological ventures, he also forcefully points out that successful bids often will depend on available labor, people trained to do the jobs the new technologies require.

Paving the youth employment road with good intentions

Perhaps the most important problem in youth employment is the lack of resources. Few will argue that the Employment Service system as structured today is funded to help youngsters in any meaningful way. While lip service would seem to indicate an awareness of their needs, it would appear that programs designed to help youth only play around the edges of that concern. Even the summer jobs programs so popular in most participating communities have only "bare bones" funding. Workers to start them up and keep them going are usually heavily dependent on "borrowed" Job Service office staff. To cover other program needs, various forms of voluntary, in-kind contributions remain largely necessary. Many feel that "business donations," although greatly appreciated, usually do not provide the stability needed to operate an effective youth employment program. That, they believe, is a function government should be fulfilling.

But at what cost? For those who say the price of helping youth is too high, it ought to be recognized that cost is a relative thing. Both action and inaction have their price.

Choice consciously made to help or not to help youth only can be defended on the basis of results desired. If meaningful employment of all youth is the goal, the resources to achieve that must be made available. While choosing how to spend (or invest) tax dollars will seldom meet with everyone's approval resources simply never will be

adequate enough to help everyone at the same time. Too, many behaviorists believe lasting change only can come about when things are altered by degrees. For maximum impact, they suggest, introduce change gradually. In that way an ultimate good can come of a subtle intervention. Too much of a good thing can stifle incentive.

In the meantime, psychological arguments aside, it would seem precious little is being done to improve the perceived problems of unemployed youth. At a time when the demand for unskilled labor is declining, when the pool of unskilled labor is growing, the federal government, it would appear, only toys with the problems, flirting with welfare reform, so to speak, while cutting expenditures for education and training.

Worse, even groups and organizations intimately associated with youth employment problems and their effects seem somehow polarized in their positions, almost as though each were afraid to make the first move. Among them, civil rights advocates, social psychologists and researchers, even Employment Security workers, fully aware of the problems and vitally concerned for the welfare of their constituencies, seem unwilling to take a stand.

Why can't we work together on this one? Youth employment problems have become so pervasive they will not allow anyone to duck their responsibilities. There is plenty for everyone to do and precious little time for getting it done.

On government's part, it might be enormously helpful to have a full-employment policy, one committed to the equitable proposition that every able-bodied adult (including the young worker) deserves a chance to work. Most signs indicate that such a positive, forward-looking attitude would be far better than no position at all.

Training and educational opportunities

On education's part, while it might be grand to be assured that students would not be allowed to work until high school was completed, until skills had been learned, until every girl and boy had diploma in hand, that will probably never happen. And it should not. If schooling beyond the grades were to be forced on American youngsters many would simply sit there, grow long, grey beards and reach terminal old age without ever graduating. There will continue to be dropouts, and there will continue to be adults ill-prepared for work because they failed to achieve minimum educational objectives. But rather than shun them, it would seem much better to design education for them later in life -- a plan that also could mean occupational salvation for many workers whose skills will become obsolete. Such possibilities are exciting.

On the part of Employment Service agencies and the Employment Security professionals who provide free labor exchange services, it would be delightful if adequate funding were to be made available now to pay for worker skill training and remedial education. The feeling runs deep that more money would solve a large part of the problem. Yet, whether these same employment specialists are willing to admit it or not, others are quick to point out that there probably

already exists more training and educational opportunity than most members of the so-called underclass are using. Project Literacy - U.S. may be a striking current example.⁸

Rather than take issue with the critics of education and training, though, maybe we ought to be willing to learn from them. Perhaps something similar to the Project PLUS initiative -- a massive, public awareness advertising effort -- would be useful in making more Americans aware of youth employment problem. As former IAPES Executive Director W. Scott Boyd wrote in a recent issue of *The IAPES News*, "Educate the public and on that rock build your supporting constituency."

Boyd's advice appeared in a discussion article in which he described the government's legislative hearing process. He also set forth reasons he feels Employment Service testimony in those hearings will have little or no effect on Department of Labor decisions. It would seem the same rationale can be applied to the plight of young workers. The problem, he wrote, "is a lack of supporting constituency by those people who believe this nation must have strong and viable manpower programs." He goes on to comment that since the average American doesn't even know the hearings are being held, they cannot support our recommendations. Hence, the need for education.

In another vein, IAPES executive director Michael R. Stone, also writing in *The IAPES News*, in response to a *Wall Street Journal* editorial page article by freelance writer James Bovard, offers the argument that the Job Service is the logical government agency to provide the public with employment services. "The use of the Job Service," Stone claimed, "can translate into a stronger America." Further, he wrote, "it has been written that the individual is the nation's greatest resource. Should that resource not be managed in the same sense as other precious materials?" Stone goes on to defend and to justify the use of the Job Service in dealing with all employment problems. Hence the need to address the employment problems of youth -- a very precious resource.

Disadvantaged youth need an advocate

Despite what many American taxpayers would like to believe, the poor among us can do very little to help themselves -- they're too busy on a daily basis just trying to survive. Numerous studies have proven the poverty cycle to be a relentless one, a condition that the people caught up in find almost impossible to escape. Realistically, few disadvantaged youngsters know enough about solving social and economic problems to come up with solutions to their employment dilemma. All they want is a job. To get help they badly need an advocate, someone willing to speak up for them and help them when they need it. Who will that someone be? Rather than endlessly debate whether government, education, or the underclass is responsible for the leadership needed, it probably makes a great deal more sense to consider a division of labor, with each group doing what it alone can do best.

With that in mind, it would seem Employment Security professionals ought to be busily educating the public about the urgent need for youth employment assistance. With one voice they ought to be promoting meaningful job and skill development programs for the nation's unemployed youth.

Is such an approach realistic and affordable? A more meaningful question would center squarely on the proposition of what it will cost - in terms of wasted young lives and lowered productivity -- not to do it. The choice should be obvious.

NOTES

1. For additional thoughts on the dropout prevention issue, see *The School Dropout*, a book edited by Daniel Schreiber and published by the National Education Association of the United States (1964).
2. According to recent census data, adjusted for inflation, the proportion of young, independent, full-time students in college -- from families with incomes under \$20,000 -- dropped 13 percent between 1978 and 1984. Over the same period, the proportion of such students in college from families earning more than \$35,000 rose 8 percent. And looking solely at first-time entering freshmen, only one student in five had a family income under \$20,000, compared with two students in five as recently as 1980.
3. College Board studies show that less money now is being spent on specific educational programs targeted for the poor. Since 1981, they claim, there has been less real spending on Supplemental Educational Opportunity Grants, Special Student Incentive Grants, and Perkins Loans (formerly called National Direct Student Loans), all of which charge only 5 percent interest. Free grants as a proportion of college aid have been falling since 1982, while reliance on loans has been going up.
4. Donald G. Patterson, professor of psychology and a member of the staff of the Industrial Relations Center at the University of Minnesota, writes rather specifically about both the emergence of employment counseling and a definition of the occupation in *Problems in Vocational Counseling, the Application of Research Findings*, by Lloyd H. Loquist and George W. England, University of Minnesota, Wm. C. Brown Company, Publishers, Dubuque, IA (1961), page 10: "The counselor may assume that the counselee, being an intelligent person, must already be well-informed about such matters as labor market conditions or employer prejudices in hiring. This assumption is unwarranted, since even many counselors (who should be experts in occupational information) seem to be uninformed, misinformed, or else unconcerned with the realities of the world of work."
5. For an in-depth discussion of the perceived "Mickey Mouse" nature of American's high school learning environment, see *Dynamics of Personal Adjustment*, a book written by Harold W. Bernard of the Oregon State System of Higher Education and Wesley C. Huckins of Wright State University, Holbrook Press, Inc., Boston, MA (1971) Chapter 10, "Vocational Orientation and Adjustment," pages 244-250.
6. For an intensive investigation of the dropout dilemma, see *Handbook for New Careerists in Employment Security, Orientation Manual and Handbook*, published by the U.S. Department of Labor (1971), authored primarily by Jewell Boling, pages 146-149, "The middle-class point of view became one that 'a man's work is a measure of his social identity.' Middle-class consciousness achieved a stigmatization of manual labor. It successfully linked manual work with a lower-class identity and imposed on manual workers a sense of their own irrelevance. To the middle-class mind, the pipelayer, the lightbulb replacer, the garbage collector became nonpeople; invisible, or part of the street scenery."
7. A paper authored by Deway L. Newman, deputy assistant secretary for Student Financial Assistance, and Joel D. West, special assistant to the deputy assistant secretary, U.S. Department of Education, Washington, DC, not only summarizes America's past occupational attitudes toward higher education, but also sets forth the rationale for Reagan administration positions on current higher education considerations. Published in the winter, 1987, edition of the Texas chapter, IAPES, Contact, "The Reagan administration has reaffirmed what a Republican president

- (Lincoln) and Congress initiated in the establishment of Land Grant colleges: that the federal government does have a responsibility to assist needy students in obtaining an education in areas in which 'they can benefit', and in which society has an interest in providing educated, productive citizens. Higher learning's challenge is to enroll a high-risk student and graduate a low-risk, competent citizen. It is doable, but are the people who teach willing to do it?"
8. Originally organized as a cooperative public service effort between broadcast networks ABC and PBS, Project Literacy - U.S., or Project PLUS, for short, is a national illiteracy awareness campaign endorsed by the IAPES association through a resolution passed by the membership during its annual meeting at Omaha, NE, in June, 1986. Under the urging of International president James W. Jackson of Texas, IAPES members throughout the nation have become active in local literacy improvement efforts.

Part II: national programs

In the United States, frequently state and local action stems from federal examples. The federal government has several programs that focus on youth assistance and on creating coalitions to provide help to young people. Because of its overall national impact, the National Governors' Association is included in this part.

Youth initiatives

by William E. Brock

America is at the threshold of great economic change and we, as a people, have a unprecedented opportunity to shape our own future. Through a Department of Labor project called Work Force 2000, we have a crystal ball of economic projections that reveals the size and shape of our nation's labor force as we approach the 21st century. From careful study of these projections and their implications, it is clear that America -- its decision-makers and its present and future workers -- has a number of important choices to make if we are to seize this opportunity to shape the future in a positive way. But we must act swiftly and effectively.

We have heard and continue to hear much about "competitiveness." President Reagan, in his 1987 State of the Union address, sounded an eloquent challenge to deal with global competitiveness. In the Congress and around the country, concerned Americans are asking: Can the United States compete with Japan? West Germany? Korea? International competition and technological change will be two important issues that may force us into some very hard, but much needed choices over the next few months and years. Most essentially, the importance of our human capital investment, particularly our youth, will force us to make choices today to ensure that we are prepared for the future with a fully functioning work force.

William E. Brock was U.S. Secretary of Labor at the time this article was submitted.

A recent poll shows that nearly 90 percent of Americans feel the United States is losing its competitive edge to the Japanese and West Germans. Our children now are wondering if their America will be as promising and prosperous for them as it was for their parents. It is fast becoming evident that if we do not develop and employ strategies now to prepare our work force for the future, America may not be as prosperous for our children.

A complex set of factors accounts for our country's present competitive posture: the budget deficit, slow productivity growth, and the need for a better education and training system to prepare our young people and dislocated workers for the changing nature of the work place. The president has established a national goal of assuring American competitive preeminence into the 21st century.

Youth unemployment is currently one of our most distressing problems, and it shows no sign of abating. It most certainly will impact significantly on our future work force if decisive measures are not put into place now. Because of the disturbing statistics surrounding this problem and the need for action now in reclaiming our youth, I, along with Secretary Bowen of Health and Human Services, convened a Youth:2000 conference in June, 1986. A select group of individuals from the highest ranks of business, labor and the public sector met to engage in discussions focussing on key policy issues and to begin developing a national action agenda for youth.

We realize that there is no single solution to the unemployment problems of our young people, particularly those young people who are not in the mainstream of society. We also realize that special preparation and employment and training initiatives may be required to assist in solving these problems.

We, at the Department of Labor, consider youth unemployment a major priority because of the immediate and long-term adverse effects on a society when it is unable to usefully employ its young. Youth suffer a jobless rate that is more than 2½ times that of adults. Black youth unemployment, which is nearly 40 percent, is more than six times the rate of adults of all races. The problem has worsened in recent decades. Thirty years ago the jobless rate for black and white youth were only a few percentage points apart. Today there is a 29 percent difference.

Many of the problems facing our hard-core or long-term unemployed youth, such as high dropout rates, alcohol and drug abuse problems, and teen pregnancy, do pose grave consequences for our competitiveness position now and in the future. Youth unemployment is of such special concern that we must begin to focus year round attention on this national tragedy.

Demographics impacting on youth

Trends predicted for the future, particularly those impacting on our youth today, present both a challenge and an opportunity. Wide-ranging changes are indicated for both the marketplace and worker requirements. The demographic data indicate a slow growth in the labor force and a shrinking pool of young workers through the year

2000. This means that all individuals will need to be productive if we are to successfully meet America's business and industry demand for workers.

On the supply side, the population and work force will grow very slowly -- slower than at any time since the 1930s. The number of people entering the work force in the next 10 years will be a lot less than the number who joined the work force in the previous decade. In essence we will have a shortage of workers.

At the same time the pool of young workers entering the labor market will shrink, both relatively and absolutely. Last year workers 16-24 accounted for 30 percent of the work force; by the year 2000, they will account for only 16 percent. This means that the competition for 18 year-olds between the private and public sectors, colleges and universities, and the military, will be intense.

Every sector will find itself scrambling for qualified and trained entry-level workers. Simultaneously, the proportion of the minority youth in the labor force will increase substantially. In just four years one out of five new labor force entrants will be a minority youth.

We already know that minority youth suffer a disproportionate amount of unemployment -- 40 percent versus 16 percent for white teen-agers. Even this may be underestimated due to the low minority labor force participation rate. In addition, this group suffers from a range of other social problems.

Most of the labor force growth will come from groups in the population who have traditionally been underutilized and have had trouble finding productive employment. Women, minorities, and immigrants together will account more than 80 percent of the net additions to the labor force between now and the year 2000.

Special problems of at-risk youth

While the overall teen-age unemployment rate is high, much of the teen-age unemployment represents a traditional process as teens search for their niche in the labor markets. However, there is a core of youth unemployment that is a serious and chronic problem. This group is composed largely of economically disadvantaged minority youth with limited education. In 1954 the proportion of the 16-17 year-old population who worked was approximately the same for both black and white youth (about 40 percent). However, this has changed dramatically as 17 percent of black teenagers are employed versus 38 percent white. A 1980 survey found high proportions of welfare families (50 percent), drug use (26 percent), and criminal behavior (16 percent), among these disadvantaged youth. It is estimated that as many as 13 percent of all 17 year-olds may be functionally illiterate. About 1 million drop out of school each year adding to the pool of at-risk youth. The growth trend in certain characteristics associated with severe youth unemployment, such as high birth rates for unmarried teenagers (which tripled between 1960 and 1980) and the one-third increase in the number of children living in poverty between 1979 and 1983, suggests that unemployment among youth may remain a major problem for the foreseeable future.

It would be ill-advised and self-defeating for our nation to allow a substantial part of our work force to be unproductive. In addition, if allowed to continue, this core of unemployable youth could result in the establishment of a permanent underclass with all that implies for the future well-being of democracy. Our challenge is to make these youth productive through training and education so they can be prepared for the 21st century.

Demand for higher skills level will increase

The demand for better educated and more versatile workers will grow between now and the end of the century. We can expect major geographic shifts and occupational realignments, and as a result, labor demand and supply may not be in balance in many areas. The Bureau of Labor Statistics estimates that 90 percent of the new jobs created will be in the service sector; only 8 percent will be in manufacturing. Technological advances and industrial restructuring will require flexibility in the work force of the future. Future workers must be prepared to change occupations several times in a lifetime. New jobs will strongly favor the most educated sector of the labor force. Skill requirements of jobs will change rapidly with a higher premium placed on cognitive and reasoning skills. As the trends converge in the year 2000, the labor markets and work places of the future will be substantially different, and there will be a job for every qualified young person who wants one.

Closing the "gap" between supply and demand

The demographic trends, when viewed together indicate a gap or mismatch between supply and demand predicted for the work force. Therefore, we must begin to direct our attention to employer needs in order to utilize our shrinking supply of young people, particularly those in our inner cities. Employers will be looking for higher skill levels as industries switch from labor intensive to knowledge intensive.

Some recent studies have explored the problem of unemployment from the employers' perspective. Employers, when asked what they looked for in new workers, agree on four basic qualifications: basic verbal and mathematical skills; work maturity, including the ability to follow instructions and to satisfy basic job behaviors such as punctuality and regular attendance; an awareness of the world of work, including some sense of one's own occupational interests and aptitudes; and, occasionally, a specific job skill such as the use of certain tools or machinery. The evidence indicates that regardless of the occupational skills an applicant may possess, basic literacy, particularly signified by attainment of a high school diploma and demonstrated work maturity, are considered central to an individual's ability to get and to maintain a job. The emphasis on basic skills and work maturity is expected to continue through the end of the century.

Increasingly, educational, training, and employment systems will have to consider policies to serve the unemployed and disadvantaged

population and facilitate their movement into jobs in those areas with rapidly expanding economies. Education and training will not be a short-term encounter in the life of a worker, but a lifetime proposition.

DoL initiatives

The Department of Labor has moved on several fronts to assess, emphasize, and heighten awareness of our youth problem. Youth are, and always have been, a major priority of training and employment programs; therefore, because of the seriousness of the youth unemployment problem, we are proposing an even further strengthening of services to at-risk youth. We have proposed several new initiatives, including a Job Training Partnership Act (JTPA) youth initiative, to target services to AFDC youth in welfare families and renewed emphasis on literacy by incorporating a literacy component in JTPA's summer program. Special efforts have been made, and are continuing, to address youth problems through research and development efforts and interagency coordination activities, as youth problems are often multifaceted. Unemployment is only one of a series of intersecting problems, such as poor health, limited education, and inadequate housing.

AFDC/Youth initiative

The Aid to Families with Dependent Children Youth proposal, one of the DoL legislative initiatives included in the president's fiscal year budget, addresses another critical issue: how to assist those who are dependent on welfare to achieve economic self-sufficiency? We cannot afford to continue a situation in which a large portion of our youth population, primarily poor, minority school dropouts, face a life of unemployment and welfare dependency, compounded by problems of illiteracy, drug use, and teen pregnancy. There is a real danger that if we do not act, a permanent youth underclass will result that will become the adult underclass of the future and suffer long-term dependency on our welfare system.

Our AFDC/youth initiative focuses on young parents receiving AFDC and youth in AFDC families. Our proposal would add an enriched program option of employment and training for AFDC youth to the current Title II-B summer youth program. Communities could develop a year-round training and employment program for young people on welfare and youth from AFDC families, continue to run a traditional summer youth employment program, or undertake some combination of these approaches.

The new AFDC/Youth component would provide a package of services that is more comprehensive than anything offered previously under JTPA. Individuals would be assessed and, if there is a need, would be provided basic and remedial education, drug and alcohol abuse counseling, child care classes, and life skills planning classes. In addition, participants could be provided a broad range of training and employment services, including classroom and on-the-job

training, work experience, job search assistance, and orientation to the world of work.

The president has proposed that \$800 million be spent on this effort aimed at welfare youth. Although we do not have all of the solutions to the problem of welfare dependency, training and employment programs must be an integral part of any comprehensive attack on the problem. We feel that the AFDC/Youth initiative is an important step in dealing with welfare dependency through the JTPA system and in developing a capable work force for the future.

Literacy

We need to make sure that the education system is preparing all our young people for the changing labor force. Millions of workers are prevented from getting jobs or moving to better jobs by their lack of basic competency in reading, writing, and speaking English; by their poor math skills; and by their lack of reasoning and problem-solving skills. In addition to schools, training programs, employers, and the individuals themselves, must ensure that everyone in our society is fully prepared to contribute to a technologically complex society. I have designated "Literacy in the Workplace" as a major priority at DoL, and we have participated in Project PLUS, a series of ABC/PBS television documentaries and related activities designed to heighten public attention about the literacy problem.

Research and development

Activities in our research and development program also mirror our other efforts to assist youth with their unemployment problems. We have a three-year demonstration project, working with the Department of Health and Human Service's office of adolescent pregnancy programs, aimed at young teen parents who are provided intensive, long-term assistance in attaining economic self-sufficiency. Remedial education, career counseling, training, and job placement are provided. We are cosponsoring with the Ford Foundation two projects -- the STEP program, which is providing remedial education in conjunction with summer jobs for youth, and Job Start, which is a nonresidential program for high school dropouts who are provided training in vocational education and basic education. We also are conducting a demonstration project aimed at disconnected youth, young people who have exhibited behavioral and other problems; and we are planning to conduct other projects aimed at helping the JTPA system serve highly at-risk youth, including high school dropouts and youth offenders.

Interagency coordination activities

Interagency coordination is a critical part of the Department of Labor's overall effort to address the multifaceted problems of at-risk youth. We have initiated several collaborative efforts with other federal agencies to develop better ways to serve at-risk youth --

particularly the dropout prone and recent dropout youth and teen parents -- and help their transition into stable employment.

For example, with the Department of Health and Human Services we agreed in 1986 to jointly fund 14 projects to address at-risk youth in school as well as school dropouts and teenage parents. We have just reached agreement with IHHS to jointly fund another round of 17 projects targeted on seriously at-risk youth -- homeless youth, runaway youth, youth transitioning from foster care, and developmentally disabled youth transitioning from school to work. We also have worked with IHHS in facilitating the use of JPTA resources for the training and assessment of child care providers. Under the agreement with the Department of Education we will provide technical assistance for community-based organizations in conducting vocational education services for disadvantaged youth.

Under a multiagency agreement with the Departments of Justice, Health and Human Services, and Education, we will provide employment services and basic education to some 4,500 at-risk or dropout youth in 15 states, through Cities In Schools, Inc.

Youth:2000

The Youth:2000 conference was the catalyst for a year long collaborative initiative that will include further discussion of the youth education and employment problems and issues, and the establishment of a national agenda for the improved social and economic self-sufficiency of America's young people. It was clear that the success of the follow up activities would depend on their visibility and importance to responsible organizations and institutions. Up to 40 major cities have been selected to be saturated with information related to the demographics, economic, and social issues raised by the Youth:2000 dialogue. A number of governors will be encouraged to convene state-level Youth:2000 conference/meetings as a means of focussing state-level leadership on the problem. Approximately 25 states have been targeted and are under consideration for the state-level strategy. Iowa, North Dakota, Utah, and Vermont already are planning state-level conferences. Maryland already has held a conference, and it is anticipated that at least 10 states will conduct a conference including a Youth:2000 issue.

Youth activities of the Women's Bureau

Over the years, the Women's Bureau has administered many experimental projects to find solutions to a number of employment-related problems of young women. Some projects sought effective ways to help young women make the transition from school to work while others were directed toward helping adolescent mothers who, because of early parenthood, often drop out of school and do not acquire job skills. One of their most notable activities is the Women in Non-Traditional Careers (WINC) program, a training program for professionals in the school system who work with young women.

The program was tested in Portland, OR, public schools and now is being promoted throughout the country. As a result of a national WINC conference held in February, 1985, and attended by 175 school administrators, sex equity coordinators, representatives of federal training programs, and others interested in encouraging young women to consider non-traditional occupations, some 30 schools and colleges are using at least part of the WINC approach. The 1985 conference also inaugurated a new phase of the program expanding its capacity to assist more young people, including those being served under such programs as Job Corps, JTPA summer youth programs, apprenticeship programs, and offender programs.

Summary

America faces a serious competitive challenge in the years ahead, which, if not addressed effectively, could have serious consequences for our economy and affect the standard of living for all citizens. Will the prepared work force needed be available? Quality education and proper training to meet employer needs will be the keys to a capable work force prepared to meet the challenges of the future labor market. We have an ambitious agenda. We must utilize the talents of all of our citizens, and to do that we must increase our nation's investment in human skills. However, by all of us working, individually and collectively, we can achieve our goal of maintaining our competitive position into the next century.

Creating an employability credential for at-risk youth

by Evelyn Ganzglass
and Sandra Jibrell

At its 1987 annual meeting the National Governors' Association released the report of its Task Force on Jobs, Growth and Competitiveness. In the report the governors proposed a four step *Framework for Economic Opportunity* --- a blueprint for revitalizing America's economy by:

- Developing productive workers;
- Creating efficient work places;
- Supporting responsive communities; and
- Implementing a federal action agenda to provide a balanced and stable national and international economic framework..

The governors recognized that the foundation of America's economic prosperity is its work place. To be competitive within the rapidly changing international economy, the United States needs workers whose basic skills, including communication and computation, are sufficiently broad to operate a wide range of production equipment, to shift tasks as production methods and customers' needs dictate, and to contribute ideas on how products and manufacturing can be improved. It is imperative that the \$453 billion state investment in the education and training of the American worker result in a higher quality educational product that is able to respond to the new requirements of the work place.

Evelyn Ganzglass and Sandra Jibrell are professional staff members of The National Governors' Association Center for Policy Research

In 1986, the National Governors' Association published *Time for Results*, a major report on public education that recommended the adoption of fewer prescriptive state laws and regulations. Instead it urged states to articulate clear educational expectations and then hold schools, colleges, and universities accountable for their performance. These recommendations already have had a marked effect on the national educational debate, and sparked a wave of state education innovations. States need to implement these recommendations.

The United States is moving toward a period of labor shortages. The proportion of young people is declining, and the massive number of adults born during the postwar baby boom is headed for retirement. By 1995, 14-24 year olds, who traditionally fill entry-level jobs, will make up only 16 percent of the population. At the same time the number of young people who are failing at school and poorly prepared for work is on the rise. The entry-level labor pool contains more and more youth who are having to compete for employment with neither a high school diploma nor significant work experience. Many of them are poorly motivated, lacking fundamental literacy skills and unacquainted with the responsibilities and demands of the work world. Their chances for success in the competition for jobs are minimal.

While the problems are complex, they are solvable. Net job creation in the next 10 years is expected to exceed (by more than 1 million jobs) the number of new entrants into the labor force. There is a strong likelihood that there will be a job for every person who wants one and who has or can obtain the basic skills required. Both school reform and dropout prevention efforts aimed at combating the achievement problems of at-risk youth are being developed nationwide and are a critical step toward providing the skilled work force to fill those jobs. Disconnected youth are being brought back into the mainstream in many employment and training programs operated jointly by the public and private sectors. The governors are willing to go a step further to ensure that schools understand employers' expectations, that graduates have the skills required to get a job, and that employers have a competent and well-trained work force. Classroom, boardroom, and shop floor must agree on these expectations.

There is a need for the creation of an employability credential that would assist youth, particularly those who face uncertain futures as workers, in their efforts to obtain employment. The credential would document a youth's skills and abilities and would be an important byproduct of education and training programs, as well as a resource to encourage and facilitate the hiring of at-risk youth by private sector employers.

Utility of a credentialing system

The governors believe that the time has come to form a compact between the public and private sector to ensure that the skills of the American work force become and remain competitive in the world marketplace. As part of such a compact, there is a need to develop a mechanism for on-going dialogue between the state's employers and

the education and training institutions to identify changing work place requirements and to articulate employer expectations of publicly supported education and training.

With greater clarity regarding appropriate standards of achievement, governors can:

1. Create a framework within which students can be held accountable to these standards, and employers can be assured of their achievement;
2. Hold programs, providers, and institutions accountable for improving student achievement; and
3. Enhance the productivity of service providers in accomplishing these goals.

Utility for employers

Studies have shown that time and time again employers indicate that they are interested in hiring employees who have good basic skills and appropriate work habits. Employers believe that they can provide the necessary specific training needed to begin the movement up the career ladder. In making hiring decisions for entry-level jobs, employers tend to look for indicators (personnel characteristics, demonstrated behavior, or a track record of performance) that will help them predict which prospective employees are most likely to fit into their work environment and to function effectively on the job. Ironically, these indicators do not necessarily relate to the actual skills needed on the job nor are they the ones directly addressed through current education and employment credentialing and certification processes.

In general, however, employer hiring standards can be grouped into three major categories of individual abilities or traits. These are:

1. Basic education competence -- including a demonstrated mastery of basic reading, writing, and computation skills as well as the ability to reason and comprehend basic concepts as they apply to the work place.
2. Job specific skills -- including a demonstrated proficiency in knowledge and skills normally required to carry out entry-level tasks of a specific occupation or cluster of occupations.
3. Work maturity or work readiness -- evidenced by an understanding of and ability to respond to the basic requirements of the work environment including the ability to follow instructions, work well with others, and come to work on time prepared to perform required functions.

Employers have used the high school diploma and the GED as screening devices to certify that graduates have the skills necessary to function in the work place. Virtually all of the companies responding to a 1985 survey conducted by the American Council on Education indicated that they give the same employment and advancement opportunities to GED holders as traditional diploma holders (GED Testing Service, 1986). Critical reading and reasoning skills are

being emphasized much more within both the high school curriculum and the revised version of the GED to be released early in 1988. This change undoubtedly will make these credentials more responsive to employer needs.

Despite these improvements it has become evident that neither the traditional high school diploma nor its equivalent are wholly satisfactory employer screening devices for literacy and employment readiness. Nor can a one-time credential, such as the high school diploma or the GED, serve the workers well over their lifetimes. Differences in the education systems between the United States and Japan are reflected in the dramatic contrast in the amount companies in each country spend initially to train workers. Toyota in Japan spends 47 cents per worker, while Motorola in the United States spends \$200 (*Education Daily*, March 11, 1987, Vol. 8). Poorly prepared entry-level workers represent an unacceptable drag on the economic vitality of industry.

Companies in the United States prefer to do their own job-specific training, but unlike companies in Japan, they find they also have to teach basic educational skills. According to William Wiggernhorn, a Motorola executive, his company needs workers with English, mathematics, problem-solving, computer, and teamwork skills. Another new American company expects to spend one-third of its \$70 million initial training budget on basic skills instruction (*Education Daily*, 1987).

States may wish to experiment with developing different employment-oriented, competency-based, open-ended certification mechanisms independent of the high school diploma. These mechanisms would permit workers to document their skills over time as work place requirements change and they improve their skills through additional training. Under such a plan employer expectations would serve as the benchmark against which worker skills are assessed. Documentation of individual employment readiness for use by employers in making hiring decisions would result from either an independent assessment process or as a byproduct of participation in an education or training program. In either case, to be useful, the information must meet the needs and interests of employers both in content and format. This means that any documentation of employability that might be developed must:

- deal with basic skill and work maturity competencies as well as occupational skill attainment or aptitudes;
- be able to help employers differentiate qualitatively between different job applicants by allowing for the documentation of a range of competency levels, not just one certification level;
- be based on assessment processes that are valid measures of on-the-job performance requirements;
- be packaged so that both large and small employers can easily use the information included;
- not require unrealistic financial investments in hardware, facilities, or staff to implement the necessary assessment process; and

- serve the information needs of educators for purposes of obtaining educational credit.

Improving assessment of youth in federal job training programs

Currently there is little known about whether the array of testing instruments used to assess the employability status of youth (or adults) is useful for the functional world of work especially in the eyes of employers. The need for valid assessment instruments of an individual's employability level is critical as both the Job Training Partnership Act (JTPA) and education systems move toward being more responsive to both employer needs and public policy interest.

Under JTPA the development of youth employment competency systems have become a key strategy to deliver services to youth. While more than 400 JTPA service delivery areas have Private Industry Council approved competency systems in place, many are struggling to revise and refine those systems. Much of this energy has focused on the identification of good assessment and measurement tools, curricula, and certification strategies. This emphasis on youth employment competencies has included the development of competency statements and the assessment of the individual as key components of competency systems.

There is also a growing emphasis on expanding and improving the assessment of youth entering JTPA to determine both the basic skills levels of youth entering the program and to develop appropriate strategies to make youth more employment competent. The Department of Labor recently strengthened the definition of the process of becoming employment competent by indicating on reporting instructions what must be included in a youth employment competency system. For the first time, pre- and post-program assessment were included as a required part of a "sufficiently developed" youth employment competency system.

The current youth employment competency approach used in JTPA includes a documentation process that is intended to provide employers with certification of the specific areas of employment competency attained by individual youth. The post-assessment aspect of the youth employment competency system is expected to provide information for this certification. The JTPA system still is struggling with how to best provide this information to employers and what will be most useful for employers in making employment judgments about youth. It will be most useful for employers to know about the functional employment abilities of prospective employees.

Improving the employability of dropouts and high school graduates with marginal skills

Even though nationally about 25 percent of American youth are dropping out of school before they complete high school, we are graduating more young people from high school today than at any previous time in America's history. As the proportion of the civilian labor force that graduates from high school has grown, labor market

demands on the work force have increased, making the diploma a required credential for most jobs. Over the next decade, it is estimated that dropouts will be 60 percent less likely than graduates to be employed. According to the Bureau of Labor Statistics, in October, 1985, one in four dropouts between the ages of 16-24 were unemployed, compared with about one in 10 high school graduates who were not enrolled in college. When they are employed, dropouts earn about one-third less and are in lower level jobs (U.S. General Accounting Office, 1986, *Dropouts: The Extent and Nature of the Problem*).

Young people seeking employment without the diploma would benefit from some other credentialing system to enable them to be competitive in a labor market where the vast majority of job seekers have a high school diploma and many have post secondary credentials. While focusing on the need to graduate more youth from high school, it is also important to ensure the practical worth of their diplomas. The Committee for Economic Development has sounded this warning:

"Employers in both large and small businesses decry the lack of preparation for work among the nation's high school graduates. Too many students lack reading, writing, and mathematical skills, positive attitudes towards work, and appropriate behavior on the job. Nor have they learned how to learn, how to solve problems, make decisions, or set priorities. Many high school graduates are virtually unemployable, even at today's minimum wage".

An employability credentialing system also would benefit high school graduates with poor basic skills. The performance measures and numeric standards of such a system would need to be incorporated into the school's routine assessment for those students using the system to aid their employment search. The students' school records then would contain post-assessment profiles of their employment capabilities as well as their academic performance, focusing on pre-employment/work maturity and basic educational skills areas that would be useful to employers. This assessment might be beneficial for students who would not be competitive if considered on the basis of academic performance alone.

Coordination between the public schools, the JTPA system and the employer community would be essential, since the credentialing system would be used as a standard for employability skills development for both in-school and out-of-school youth. A process would have to be developed for education system and employer input in the determination of performance standards, both for basic academic competencies and for employability skills.

The governors recognize the necessity of building a bridge between the classroom and the marketplace by ensuring that a close relationship exists between what students need to know to succeed and what they are taught. The following process was recommended as a mechanism for bridging the gap between the classroom and the work place:

- Establish an on-going forum that includes representatives of labor, business, education, and local government to develop common goals, expectations and information;
- Devise tests and assessment tools to measure the knowledge of students, and to evaluate their effectiveness in relation to actual job performance;
- Notify those providing education and training services that these measures may be used in evaluating their performance; and
- Provide information to students so they understand the testing and assessment process and have relevant instruction materials to prepare for those evaluations.

The following are exemplary state initiatives that demonstrate the current effort being made to relate public education to the demands of the job market.

Competency standards in Vermont

During the early implementation of the Job Training Partnership Act, the private sector members of the Vermont Consolidated Council for Employment and Training helped state officials articulate 23 basic pre-employment competencies they felt young people needed to get and keep a job. The success of the youth-oriented services provided under JTPA is now, in large measure, judged in terms of how well students achieve these skills. The competencies also have been incorporated into the competency-based vocational education curriculum used in Vermont schools. Additional work maturity and occupation-specific competencies have been recognized by the state council and have been included in JTPA program guidelines. Vermont recently has developed "compass," a comprehensive vocational assessment package that includes the 23 basic pre-employment competencies. All JTPA youth are required to go through the training, and any other job seekers are encouraged to do so as well.

New York: The futuring project

The futuring project, initiated by the New York State Office of Occupational Education in 1981, brought together 300 leaders from business, industry, and education for three days on alternate months over a two-year period to create both a vision of what vocational education should look like 10 years hence and to prepare a blueprint for needed changes. As a result New York state has restructured its entire secondary education curriculum to prepare students for current and future work place demands. One fundamental change in vocational education curriculum has been a much greater emphasis on instruction in broad transferable skills and a reduction in time devoted to instruction in job-specific skills. For example, students are taught basic concepts and principles underlying technological systems rather than the specifics of any one computer or technical system.

Conclusion

Over 80 percent of the American work force finds jobs through informal networks of family and friends, or through college placement offices. These are effective networks available to those who need them least. The young person who lacks strong basic academic skills and impressive education credentials seldom has access to such networks. Public sector employment agencies that target services to these youth, along with other populations such as welfare recipients, handicapped individuals, dislocated and older workers, are confronted with the challenge of meeting the changing needs of today's labor markets with the least competitive of America's workers. An employability credentialing system with standard performance measures would greatly facilitate their marketing of these individuals among private employers.

By issuing a credential certifying that a youth has been assessed and has demonstrated specific skills and knowledge related to his or her employability, education and training programs would have greater clarity regarding anticipated outcomes and increased accountability for those outcomes. Employability skills as well as basic academic competencies would have to be demonstrated to meet the standards of the credential. Such a system would benefit all youth seeking employment, but for school dropouts, high school graduates with marginal academic achievement, and those from lesser rated schools, the credential would provide a much needed objective measure of their readiness for employment. It also would help to forge program collaboration among schools, the employment training community, and employers.

To increase our productivity requires a highly skilled labor force, managers with a better understanding of the international marketplace and a willingness to make longer term investments in their people, processes, and products. With policy initiatives such as the standardization of pre-employment competencies, governors and other national leaders are beginning the process of revitalizing America's economy by creating a new economic reality, one of international economic independence.

Occupational Information: the supporting role of NOICC and SOICCs

by Valerie Lodewick Lloyd
and James F. Woods

The youth of our nation face significant challenges in the next decade and a half. As they mature and enter the work force, they will face a world of work that is undergoing dramatic change. Advances in technology are changing the skill requirements for many occupations, and in some instances new occupations are emerging. "Technology is a major influence on the nature and availability of jobs."¹ A more global economy and the resulting increase in international competition has and will continue to impact on the industrial and occupational mix of our economy. While traditional occupations will remain the source of many job and career opportunities between now and the year 2000, it is clear that our youth must be more aware of and prepared for a changing work place than previous generations. Lack of education or training will hinder the ability of many youth to adapt to the effects of technology and future occupational requirements.² Selecting and preparing for occupations will become increasingly more complex.

Occupational and career information will provide a critical resource for youth to position themselves better for career opportunities, helping to introduce them to the dynamic world of work. Such inform-

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ation will be more necessary than ever for effective counseling and placement of youth because counselors and placement personnel must be constantly aware of the changing labor market. Similarly, this information is crucial to planners and administrators of vocational and employment and training programs in designing program offerings that meet the needs of the labor market participants: employers and workers. The information also is needed by employers and planners involved in economic development activities.

This paper addresses the role of the National Occupational Information Coordinating Committee (NOICC) and corresponding State Committees (SOICCs) in preparing and disseminating occupational and career information.

Mission, mandates and structure

NOICC was established by the Education Amendments of 1976 to foster communication and coordination between users and producers of occupational information, and to promote and to facilitate the use of occupational information to support the needs of the public for such information. Subsequent legislation, most notable the Comprehensive Employment and Training Act (CETA) amendments of 1978, the Job Training Partnership Act (JTPA) of 1982, and the Carl D. Perkins Vocational Education Act of 1984 reinforced and expanded the primary mission and objectives of the NOICC/SOICC network:

- (1) to develop and to implement an occupational information system (OIS) to meet the common occupational information needs for planning and operating vocational education and employment and training programs and to support economic development activities, and
- (2) to address the labor market information needs of youth and adults engaged in career exploration, including the implementation of career information delivery systems (CIDS) and provision of technical assistance for programs of on-line computer systems and other delivery means to state and local sites.

NOICC provides both funding and technical support to states in addressing these mandates. The actual implementation of systems and products to meet these objectives occurs at the state level.

Key to an understanding of the NOICC/SOICC network is the recognition of the membership of these committees as mandated by law. The Education Amendments of 1976 originally established NOICC and the SOICCs with four members. Later legislation expanded the membership to include other appropriate agencies. Today, NOICC is composed of nine member agencies representing five federal departments.

They are the Department of Agriculture undersecretary for small community and rural development; the Department of Commerce assistant secretary for economic development; the Department of Defense assistant secretary for force management and personnel; the Department of Labor assistant secretary for employment and training and the commissioner of labor statistics, and the Department of

Education commissioner of the rehabilitation services administration, the assistant secretary for vocational and adult education, the administrator of the center for statistics, and the director of the office of bilingual education and minority language affairs.

At a minimum the SOICC comprises a representative of the state board administering vocational rehabilitation, the state economic development agency, the state Employment Security agency, the state job training coordinating council, and the state agency administering vocational rehabilitation services.

At the state level, the SESA always has been a member of the SOICC. This is only natural, since the SESA is one of the principal sources of labor market information (LMI) in the state as well as an obvious user of such information for counseling and placement purposes.

While the LMI produced by the SESA is integral to any occupational or career information program, there are a number of other types and sources of information that must be considered, such as information on training programs offered, program enrollees and completers, and educational and training institutions offering such programs. The SOICC provides the forum to bring together data from a variety of sources and to develop comprehensive occupational information systems and career information delivery systems to meet the needs of users throughout the state. For the SESA, the SOICC provides a means of disseminating its data and information to a wider audience and as a resource for obtaining information to support Employment Service placement and counseling activities.

As a final note on the structure of the SOICC, it is important to understand that SOICCs are not new independent bodies replacing other state agencies. Most SOICCs have one or two staff members to support the committee's activities. The responsibility for a successful SOICC does not create new sources of data; rather, it works to improve existing member agency data sources and to bring together and to disseminate such information in formats more accessible and appropriate for various users.

Occupational Information Systems and products for planners

Occupational information systems are designed to assist planners and administrators of vocational education and employment and training programs in planning which programs should be offered at what level to meet the needs of a state and its local areas. The basic notion is that demand exists.

The role of an OIS is to assist in the identification of the most promising areas for training. Occupational information does not make the decision for a planner, but rather provides an information base that assists the planner in making more informed decisions. Nearly all states either have implemented automated OIS's or produce publications that present information on occupational demand and supply information to planners, or both.

An OIS for planners typically presents projections of occupational demand (developed by the SESAs through the Occupational

Employment Statistics program) along with information on completers of existing training programs. This allows planners to look at not only the occupational openings side, but also to compare components of the current, available supply to occupational demand. While each state designs its own products and systems, this notion of providing both projections of occupational openings and information on selected components of supply is fundamental to the concept of an OIS for planners.

To assist states in establishing systems for planners, NOICC developed several tools and guidelines. The *OIS Handbook, Volume 2* introduced a crucial concept, that of grouping related training programs and occupations in clusters or units of analysis. Using the *Master Crosswalk* to identify the interrelationships between training programs and occupations, units of analysis organize and present information in a fashion that is more useful to planners. The chart shown on the next page, taken from the 1986 edition of the Missouri OIS, provides an example of a cluster entitled, "Heavy Equipment Mechanics and Operators," with four training programs (shown under Supply) and 22 occupations (shown under demand). The idea behind the cluster concept is that planners take into account not only their specific training programs but other programs that in part train for some of the same skills and occupations.

The chart also illustrates another key concept stressed by NOICC: when interfacing occupational demand with training data, detailed information should be presented for each program by the source of supply and for the occupations, and not just at a summary level for the whole cluster. Retaining data at the most detailed levels possible facilitates the analysis and planning processes by maintaining the ability to crosscode and interrelate data. The chart shows the detailed data for all four training programs in the cluster "Heavy Equipment Mechanics and Operators" and for six sources of supply (institutional types such as public secondary, public post secondary, etc.). Detailed projections from the SESA also are provided for the 22 occupations in the cluster.

NOICC has provided technical and financial assistance to states in implementing automated delivery systems for planners. Original efforts in this area focused on transporting mainframe computerized systems developed in a few states to other states. However, with the rapid increase in the capabilities of microcomputer hardware and software, NOICC in late 1983 developed a microcomputer based system referred to as the MICRO-OIS. This interactive system provides data in a cluster based format, similar to that in the accompanying chart, and has the capability to allow users to search for occupations or training programs that meet certain economic criteria, such as occupational employment size, entry wages, growth rates, etc., or training program criteria. Through a NOICC grant program, approximately 37 states have implemented the MICRO-OIS.

In fiscal year 1987, the MICRO-OIS system was expanded to include a school directory and an occupation-industry module. Using the MICRO-OIS, planners can identify occupations and training programs they are interested in, and then with the school directory also examine

MISSOURI OCCUPATIONAL INFORMATION SYSTEM
ANALYSIS INFORMATION REPORT 1

REPORT YEAR : 1985

CLUSTER : 9306 - HEAVY EQUIPMENT MECHANICS & OP
GEOGRAPHIC AREA: STATEWIDE

DATA SYSTEM	DISCIPLINE TITLE	DISCIPLINE	APPRENTICES IN TRAINING	APPRENTICES COMPLETE	UI CLAIM (9-30)	ES APPLICANTS	JOB BANK OPENINGS	RATIO OPEN/APP	JOB BANK AVE. WAGE
21	BRIDGE/GANTRY-CRANE OPERATOR	921.663-010			38	163	2	.01	.00
21	BULLDOZER OPERATOR I (ANY IND)	850.683-010			84	267	13	.04	.00
21	CONSTRUCTION-EQUIP MECHANIC	620.261-022	35		65	278	29	.10	.00
21	DIESEL MECHANIC (ANY IND.)	625.281-010	15	1	201	961	164	.17	.00
21	MACHINE REPAIRER, MAINTENANCE	620.281-010	2		3	27	2	.07	.00
21	MAINTENANCE MECHANIC	638.281-014	8	8	349	1,792	243	.13	.00
21	MAINTENANCE-MECHANIC HELPER	638.684-018			3	37	5	.13	.00
21	MECHANIC, INDUSTRIAL TRUCK	620.281-058	2					.00	.00
21	OPERATING ENGINEER	859.683-010	210	21	812	3,143	166	.05	.00
21	ROTARY-DRILLER HELPER	930.684-026			12	78		.00	.00
21	TRACTOR MECHANIC	620.281-058	25	2				.00	.00

MISSOURI OCCUPATIONAL INFORMATION SYSTEM
ANALYSIS INFORMATION REPORT 2

REPORT YEAR : 1985

CLUSTER : 9306 - HEAVY EQUIPMENT MECHANICS & OP
GEOGRAPHIC AREA: STATEWIDE

DATA SYSTEM	DISCIPLINE TITLE	DISCIPLINE	LEVEL	% AVAILABLE	% PLACED	% PLACED RELATED	% PLACED NOT RELATED	% COMPT. ES	% NOT AVAILABLE
22	CONSTRUCTION EQUIP OPERATION	49.0202	61	93	85	77	8		7
22	DIESEL ENGINE MECHANICS	47.0605	63	48	100	60	40	5	48
22	DIESEL ENGINE MECHANICS	47.0605	61	100	100	100			

As of February 1986, national sources estimate that 8,600 members belonged to the Operating Engineers Union in Missouri.

which schools in a given area currently offer those programs. Using the occupation-industry module, the planner can identify the key industries that employ persons in specific occupations. The latter module also can be used to identify employers in those industries, if the data are available for use in a state.

NOICC also has played an active role in assisting states in the development of key data sources. For example, NOICC, working jointly with the Interstate Conference of Employment Security Agencies, funded the development of a microcomputer based occupational projections system using OES data. The system was developed by the Utah SESA in 1987. This system allows states to develop their occupational projections on a microcomputer as an alternative to mainframes or contracting the work out.

Also, NOICC, ICESA, and the National Governors' Association drafted a handbook for developing industry and occupational projections. Three national training sessions were conducted in late 1986 and early 1987. The handbook and training sessions primarily are designed for use by LMI staff in the SESA who develop industry and occupational projections.

SOICCs in most states now have developed OIS's and are working on data development and refinement to enhance the systems' usefulness, such as adding training program directories and industry-employer files. In many states, applications of the OIS are being expanded beyond the originally targeted user group of planners and administrators to include economic development, job placement, and other uses. SOICCs are providing training for new user groups, systems are being placed in Employment Service offices and other sites, and are being tied into CIDS, economic development, and other information systems. Such expanded OIS's now can provide comprehensive data resources for vocational education and training program planners, economic development personnel, career counselors, job placement specialists, and others.

Career information delivery systems

The NOICC/SOICC network has long played an active role in the development and dissemination of career information through a variety of programs. NOICC's overall efforts in this area can be categorized by the following:

- supporting implementation of career information delivery systems;
- using audio-visual media to support career information delivery;
- supporting training of counselors in the use of occupational information through the Improve Career Decision Making project;
- promoting the use of career information in the classroom; and
- assisting in developing comprehensive career guidance programs.

Career information delivery systems are typically computer-based systems that provide relevant information about occupations and

training required to prepare for certain occupations along with information on training resources. Most CIDS are designed to be easily used by career and employment counselors, as well as youth and adults making decisions about jobs and careers.

NOICC actively began to support CIDS development and implementation in 1979. The passage of CETA amendments the previous year added career information to NOICC's mandates. With money from the U.S. Employment and Training Administration, NOICC funded 15 states to implement CIDS. There were already several state-developed and commercial systems available, many of which were developed through grants from the Department of Labor in the mid 1970s. NOICC's grants program set certain standards that each grantee would have to meet regardless of which system was adopted.

Currently 47 states operate statewide CIDS, over half of which have been funded by NOICC.³ Based on information from the states, CIDS serve 5-7 million persons a year and are located in approximately 13,000 sites. While the majority of sites are educational institutions, particularly secondary schools, a number of states have located systems in Employment Service offices to reach out to older youth and adult users. Expansion of CIDS to Employment Service local offices is one area that offers a great potential, particularly with the increased emphasis on serving displaced workers.

One of the attractive features of most CIDS is that they are interactive and can help individuals match personal characteristics, such as their interests, abilities, educational goals, and experience, with a range of compatible career possibilities through structured search routines. Many CIDS also allow users to input scores from various tests such as the General Aptitude Test Battery to help in this exploration process. Typically they provide national, state, and local information on civilian occupations, educational institutions, training programs, and apprenticeships. Many systems also include information on sources of financial aid, major employers in the state, or job listings posted with the Employment Service.

In the 1980s there has been a strong movement to use more than one means of delivering career information. Many states not only offer automated systems but also produce career guides and tabloids that can be distributed easily to a wide audience of users. These "newspaper like" publications can be provided as stand alone materials or in some states are included as supplements to regular newspapers. They also may be distributed through state library systems, educational agencies, or Job Service offices.

Perhaps the most marked change has been the movement toward microcomputer delivery in CIDS, either as a supplement to mainframe on-line systems or as a replacement for such systems. A number of states use two or more systems as part of their service.

In addition to supporting efforts such as those outlined above, NOICC also has worked with the Department of Defense (DoD) to improve the availability of information on military occupations, careers, and training opportunities. One product of this effort is the Military Occupational and Training Data (MOTD), designed for use

by career information developers. MOTD contains narrative and coded data on military occupational and training specialties and is written at an eighth grade reading level. Composite information is provided for 134 enlisted and 76 officer categories. NOICC also has awarded grants to include this information in CIDS over the past several years. Most CIDS now include information on military occupations and training opportunities. NOICC also participated in the development of the *Military Career Guide: Employment and Training Opportunities in the Military*.

Audiovisual CIDS enhancements

The idea for combining a computerized interactive structured career information accessing strategy with an audiovisual enhancement is the result of pioneering work done by Dr. James L. Harris, director, Colorado SOICC. When demonstrated at the 1983 National SOICC Directors Conference, the prototype caused several individuals to want to develop the prototype into a project. The system, combining computerized career information access with an audiovisual presentation of information about those careers, was envisioned as an audio-visual CIDS enhancement (ACE) to existing CIDS. While the ACE interactive system can be used as a limited, stand alone CIDS, it is seen as likely to be most efficient when used as a CIDS enhancement for clients with limited reading ability.

The Colorado, North Carolina, and South Carolina SOICCs collaborated with NOICC on the ACE project, which began in 1984. The collaborators formed into the ACE consortium with the goal of using innovative technology to produce career information products and CIDS enhancements that would:

- 1) be relatively low cost,
- 2) use equipment often found in local schools,
- 3) provide exciting new ways to present career information,
- 4) allow local and state entities flexibility in selecting ways to access career information,
- 5) allow more tailoring of career information presented to clients by providing a method for local and state data entry, and
- 6) be in the public domain.

The consortium's work on the original project generated film footage, occupational information narratives, and software that have been used in a number of products that now are available, including:

- 1) Interactive Videotape System that uses an Apple II series microcomputer linked to a commercial videotape player to access narrative audio and visual information on 200 occupations.
- 2) Interactive Videodisc System that uses an IBM-PC compatible microcomputer linked with a videodisc player to access the same occupational information.
- 3) *Kaleidoscope of Careers*, a set of five videotapes with the same occupational information remastered into 12 occupational clusters. With a special introduction using a "rappin" musical style, the tapes are intended for use with junior and senior

high school students, and come with a curriculum guide with suggestions for use.

- 4) *Picking Your Path*, a single career exploration videotape for use with elementary and middle school youth. It features 14 occupational cluster descriptions presented by Professor Horace (puppet) and William Tell (computer) in a fun and informative style. A curriculum guide also is available.

In 1986 the consortium established the ACE Distribution Service at Kansas State University for the purpose of distributing the ACE consortium products to the public. The ACE Distribution Service has distributed *"Kaleidoscope of Careers"* to all SOICCs, and plans a similar distribution of *"Picking Your Path"* in the fall, 1987.

As originally envisioned, the interactive videotape system is being adopted as an integral component of a CIDS in West Virginia, where development of a statewide CIDS began in 1986.

Future plans of the ACE consortium, which now includes the Kansas and West Virginia SOICCs, include cooperative work with the National Aeronautics and Space Administration (NASA) on two videotape products: 1) a videotape using star talent to motivate children in grades four-six to choose science, math, and foreign language courses in planning for high school, and 2) a *"Kaleidoscope of Science and Technology Careers"* viewed as the sixth videotape in the series and focusing on science and technology careers.

Improve career decision making - outreach for LMI

NOICC's mandate to give special attention to the labor market information needs of youth and adults has been translated into programs serving individuals directly, such as CIDS, and also into programs that aid the labor market intermediaries who assist individuals -- counselors. One of NOICC's major programs aimed at helping counselors to improve their knowledge and use of career and labor market information in career counseling is the Improve Career Decision Making (ICDM) program.

In 1980, the division of labor market information in ETA sponsored a national symposium to focus on the widespread need to improve counselor understanding and use of LMI. In the symposium report a list of recommendations was developed, including that "a major long term commitment to a consistent and well-planned career and labor market information inservice program for career guidance personnel needs to be made."⁴ Other recommendations pertained to: 1) organizing a national training network to provide career and labor market information in-service training; 2) developing curriculum materials for counselor education programs; and 3) conducting labor market information training workshops for counselor educators who typically do not receive much training in career counseling in their masters and doctoral programs. These recommendations have largely been achieved to date with NOICC's ICDM In-service and Preservice Programs.

From the symposium onward, NOICC collaborated with ETA on the development of ICDM. Formal ETA funding support ended in 1984, at

which time NOICC assumed the lead role for the ICDM program. Under a grant from the division of labor market information, the National Labor Market Information Training Institute at North Texas State University developed the original ICDM in-service training curriculum in 1981. It was field tested that summer in four states (Arizona, Maine, Maryland, and Wisconsin).

A formal third-party evaluation of the field test was prepared by the National Center for Research in Vocational Education (NCRVE). Its major findings were that the ICDM training had a positive impact on the counselors trained in terms of information learned and follow up action taken. The evaluation also found: 1) that the job setting of a counselor had little bearing on performance on the pre and posttest, suggesting that counselors in all settings have an equal need for such training; and 2) that the number of years employed was not a factor in performance on the pre and posttests, suggesting that counselors do not obtain such information on the job. The seven recommendations in NCRVE's evaluation included that: 1) the ICDM project be continued as a major thrust of ETA; 2) the ICDM project should be considered for preservice as well as in-service purposes; and 3) that the ICDM training materials should be revised and further disseminated.⁵

Following the recommended curriculum revision, nationwide implementation of the in-service ICDM training began in FY 1982 with funding from ETA and DoD through a NOICC grant competition. It has been updated five times and currently consists of 10 modules covering the gamut of career decision making.

The ICDM In-service Program has proved to be a very popular and enduring mechanism for SOICCs to reach the counseling community and spread the message about what labor market information products and services are available in their states. As of the end of Program Year 1986 (July 1, 1986-June 30, 1987), approximately 14,000 counselors have attended ICDM training workshops sponsored by SOICCs in 53 states and territories.

For PY 1987, supplemental Basic Assistance Grant (BAG) funding of up to \$2,500 was made available to SOICCs to fund ICDM workshops, provided that they furnished a dollar for dollar hard match of the funds. PY 1987 SOICC annual plans show that 29 SOICCs plan to conduct ICDM workshops with BAG supplemental funding. Now in its seventh program year, ICDM continues to be an ongoing, mainstay program of SOICCs in 20-30 states, training 2,000-3,000 counselors and adjunct personnel per year.

Throughout the project's history, the curriculum, although revised yearly, has maintained the basic approach of the original design. Additional supplementary units and competencies have been added to augment the core curriculum. SOICCs participating in the ICDM In-service Program have submitted yearly final reports evaluating the program. Feedback from the field has consistently supported two main concerns: 1) the ICDM curriculum contains too much material; and 2) the workshops are too long for many counselors to obtain sufficient release time from their duties. In PY 1987, NOICC will

undertake a comprehensive curriculum revision project to address these two concerns.

Special ICDM curriculum for rehabilitation counselors

In 1983, NOICC and the Rehabilitation Services Administration cooperatively funded a project to develop a special ICDM training curriculum targeted to rehabilitation counselors. The University of Northern Colorado was chosen to develop the curriculum and a slide-tape show. In the spring, 1984, a training for trainers workshop was conducted for representatives from the Regional Rehabilitation Continuing Education Program (RRCEP) consortium of 10 universities. Subsequently the RRCEP institutions began including the specialized ICDM training in their course offerings. All SOICCs and state rehabilitation agencies received a copy of the special vocational rehabilitation ICDM Program Manual in 1984.

Preservice ICDM counselor training

Both the 1980 symposium and NCRVE's 1981 field test evaluation report contained recommendations to upgrade counselors' preservice preparation in career and labor market information knowledge and use. While recognizing the continuing need to bring practitioners up to date about career and labor market information resources and practices, NOICC, ETA, and DoD also recognized the need for similar preservice training. In their preservice counselor education programs, counselors-in-training acquire basic skills, values and attitudes that they will apply throughout their professional lives.

The Preservice ICDM project began in late 1982, when NOICC awarded a DoD funded grant to the Institute for Applied Economics at North Texas State University to develop curriculum materials for use in counselor education programs at colleges and universities. Parts of the project were subcontracted to NCRVE and the University of Missouri-Columbia. The Preservice ICDM curriculum was field tested at six universities in the fall, 1984, and reviewed by an additional 16 persons. The final text, *Using Labor Market Information in Career Exploration and Decision Making: A Resource Guide* was published in July, 1986, by the Garrett Park Press under a copyright agreement with NOICC and the principal contractors. A companion *Training Handbook* was developed at Eastern Illinois University in 1986 under a NOICC grant and also is available from Garrett Park Press. *The Resource Guide* and its *Training Handbook* are designed to be used in a college course in career development or occupational information for counselors in training, but the package also can be used as a reference guide for teachers and counselors or as a resource in professional development workshops or seminars.

To promote use of the *Resource Guide* as a text in the approximately 450 counselor education programs in the U.S., NOICC in 1986 awarded a grant to the American Association for Counseling and Development to conduct counselor educator labor market information workshops. Through May, 1987, 12 workshops in various locations

throughout the U.S. were attended by 243 individuals, about half of whom were counselor educators and the rest counselors. NOICC and AACD plan to conduct another 12 workshops in 1987-1988.

Career information in the classroom

NOICC's efforts to promote the delivery and use of career and labor market information for career decision making also have included a project aimed at classroom teachers. NOICC and the U.S. Department of Education's Office of Career Education entered into a cooperative project aimed at classroom teachers. One project began in 1981 to train teachers on how to infuse concepts and information from the *Occupational Outlook Handbook* into kindergarten-12th grade classrooms. The OOH was chosen as the focus of the project because it is widely available, and it is regularly updated, both features making it an ideal principal career information resource.

The final product, *Career Information in the Classroom: Workshop Guide for Infusing the "Occupational Outlook Handbook,"* is a training package in the format of an instructor's outline covering 28 competencies in six modules. It is offered for sale by Meridian Education Corporation. Each Module contains several learning experiences complete with transparency masters and handout samples. Three modules also have scores of abstracts of related teaching activities. An instructor's manual on how to plan and conduct the workshops and evaluation instruments complete the package.

In PY 1987, NOICC plans to announce a modest program to promote SOICC sponsorship of Career Information in the Classroom workshops for classroom teachers. The project will be modeled after the highly successful ICDM In-service Training Program.

National guidelines for career guidance standards

The process of making career decisions is becoming increasingly complex. The quality of an individual's life is significantly impacted by career decisions. Because career decisions are so important, guidance and counseling programs are changing. No longer is it acceptable for individuals to receive career guidance services only when choosing an occupation. This means assisting individuals to:

- explore self and career options;
- understand occupational information and labor market trends; and
- acquire decision making, planning and employability skills.

Like academic programs, such as math and English, career guidance programs must have established standards and expected outcomes for individuals being served. NOICC responded to the need to identify outcomes for quality career guidance programs and awarded a grant to develop and implement national guidelines to facilitate setting standards. The North Dakota SOICC was awarded this two phase grant on a competitive basis.

The guidelines will contain a comprehensive list of client competencies for each educational level, examples of activities that could be used to achieve the identified outcomes, and competencies needed by counselors to deliver the program. Counseling professionals from state agencies, universities, community colleges, and elementary and secondary schools, as well as representatives from national, state and local educational and community associations/organizations, are participating in the development of the guidelines.

The second phase of the project will produce an implementation handbook that will assist local districts or institutions to implement and to evaluate comprehensive career guidance programs. The planned publication date for the guidelines document is summer, 1988, and the implementation handbook is fall, 1988. NOICC will fund four states in the fall, 1987, to use the guidelines to implement standards at the state and local level.

A view to the future

The observation that our economy and demographic base are undergoing dramatic changes and shifts is a given fact. While there may be disagreement as to some of the impacts of such changes, it is clear that many, particularly technological advancements, will have long term positive effects. As stated in a recent report, "Technological change is an essential component of a dynamic, expanding economy. Recent and prospective levels of technological change will not produce significant increases in total unemployment, although individuals will face painful and costly adjustments."⁶ Both the Employment Service and NOICC must play active roles in easing this adjustment for those caught in this change.

NOICC has developed a long range plan as a guide for occupational and career information efforts for the next five years. Many of the efforts proposed related to improving assessment, counseling, and overall preparation of youth for the world of work. Among the ideas proposed are:

- Improved access for out of school youth to career information. Career information has been much more available to youth in secondary schools. NOICC is working to encourage CIDS to expand to other sites. Employment Service offices would provide one of the most effective means of making such information available to youth who are no longer in school. CIDS could provide a useful tool to assist Employment Service counselors in their day-to-day work.
- Enhance training of counselors in the use of occupational information. NOICC will continue to promote the ICDM effort and will encourage greater participation by Employment Service counselors. In addition, the materials will be revised to ensure that they reflect current labor market and occupational information programs. While many Employment Service counselors have participated in ICDM

training, we believe this program could be more extensively used by the Employment Service to support counseling.

- Promote development of improved information on changing skill requirements. It is important that both counselors and placement personnel have better information on the changing occupational skill requirements to work more effectively with youth. NOICC would like to work more closely with the DOT field centers to promote the development of such information and to make it available to Employment Service personnel and other users.
- Assist in the development of standards for comprehensive career guidance programs. As part of this project, described earlier in this paper, NOICC will encourage efforts that explore the potential of the Employment Service and JTPA as part of a comprehensive career guidance program. Access to such a program could help better prepare out of school youth for the world of work.
- Increase employer involvement. In better serving our youth, we must concentrate on working with employers to meet their needs as well. NOICC is exploring the development of information systems that may be used to support economic development planning. Such efforts may assist directly by encouraging employers to exploit the capabilities of the Employment Service and also by encouraging employers to provide key information for CIDS and other information programs if employers see the value to their own operation.

The above items illustrate the types of mutual efforts in which the NOICC/SOICC network and the Employment Service can engage over the next few years. We recognize that occupational and career information alone will not resolve all of the issues and problems that may arise in the upcoming years. However, such information may serve as a crucial resource to assist in counseling and assessment efforts.

NOTES

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Disabled but able to work: federal initiatives in training young people with disabilities in employment

by Dale Brown

Young people with disabilities will make excellent employees in the future work force. Statistics show that people with disabilities are high-quality producers. According to a recent Harris poll of 921 managers in 921 companies, a large majority of them say disabled employees have good or excellent job performance. Twenty-four percent of top managers rate their disabled employees as excellent; 64 percent say their job performance is good. Only 5 percent say it is fair; and 1 percent call it poor.¹ Thirty-nine percent of line managers say disabled employees are more reliable and have better attendance and punctuality than non-disabled employees.²

Yet according to that same poll, two out of three managers say that a lack of qualified applicants is an important reason they have not hired people with disabilities. A March, 1986, Harris survey of 1,000 people with disabilities showed that two out of three disabled people between the ages of 16 and 64 are not working. And two out of three want to work.³ Given that a majority of managers believe that it is somewhat likely or very likely that their companies will make greater efforts to employ disabled Americans in the next three years,⁴ the challenge for

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the future is training young people with disabilities. Today's youth are not competing with the baby boomers born between 1946-64. The number of teen-agers and young adults for entry-level work is falling, and they are in demand with employers. This demographic factor also serves to open up the job market for young people with disabilities.

In the United States the public school system is mandated to provide academic and vocational training for youth and takes the lead responsibility for this function. In the past decade young people with disabilities have become a larger part of the public school population and many steps have been taken to better integrate these students.

The special education system

The Education of the Handicapped Act (EHA) passed in 1975 (PL 94-142) guarantees a free, appropriate public education is available to each eligible child. "Child find" procedures require the state to look for potential pupils with disabilities and offer them an education. Whenever possible, the student is "mainstreamed" or educated in the same classes as their able-bodied peers. In any case, the student is taught in the least restrictive environment. Parents and educators work together to develop an Individualized Education Plan (IEP) for each student.

During the school year 1984-85, 4,363,031 students with disabilities received services through the special education system.⁵ Of those, 192,438 of the children were between the ages of 18-21.⁶ According to Madeleine C. Will, assistance secretary, Office of Special Education and Rehabilitative Services, "an estimated 250,000-300,000 students leave special education each year."⁷ It is important to keep in mind when analyzing these figures that when a student with a disability does not use special education services, that person is not counted as "handicapped." There may be many more students with disabilities in our nation's schools than these numbers indicate.

Assuring that these students with disabilities become ready for jobs has become a recent focus of national policy. Many professionals are involved, so multidisciplinary programming is essential. Fragmentation of services can be problematic, and interagency coordination is a necessary feature of success in helping students make the transition from school to work. Clearly this effort goes beyond special education and involves coordination with vocational education and vocational rehabilitation. The private industry councils of the Job Training Partnership Act also can be a valuable part of the network. The new transition initiative of the Office of Special Education and Rehabilitative Services is working toward this type of interagency coordination. Nearly 40 states have adopted cooperative agreements among special education, vocational education, and vocational rehabilitation.⁸

Vocational education

Training youth for trades that do not require a baccalaureate or advanced degree is the role of vocational education and is for all

students. Disabled students always have been part of the programs. In 1984, the Carl D. Perkins Vocational Education Act passed, and several provisions of the law strongly encouraged the involvement of students with disabilities. Ten percent of the federal funds given to the schools for vocational education had to be "set aside" and spent only for the "excess costs" for teaching students with disabilities. State boards of vocational education were required to write assurances in their state plan that handicapped individuals receive equal access in recruitment, enrollment, and placement. A person representing the interests of youth with disabilities must be on the state council on vocational education. Vocational assessment, special services, guidance counseling for career development, and transition planning are available to each young person with a disability. The state plan is required to describe the methods proposed for joint planning and coordination with the private industry councils, state departments of special education, and vocational rehabilitation services.⁹

As a consequence of this act and efforts in the field, vocational education for students with disabilities is improving, but not at the speed one would wish. For example, almost 4 percent of students in vocational education programs have disabilities.¹⁰ This is the highest proportion ever, but lower than the need would indicate. Vocational assessment is developing, and new techniques for students with disabilities are being researched and utilized. More programs have been established whose goal is to maximize the number of students with disabilities in vocational education. Academic, vocational, and work-study programs are being integrated in the way they are being offered, rather than requiring students to complete specific classes before being on the job.¹¹

Transition from school to work

The increasing emphasis on interagency cooperation has been furthered by a national priority on improving the transition from school to working life for individuals with disabilities by the Office of Special Education and Rehabilitative Services (OSERS). It is OSERS policy to develop coordination and communication among service provider systems to enable students entering adult life to make choices in a knowledgeable manner.

The bridge of transition has three strands, each for a particular segment of the population of young people who have disabilities:¹²

1. Some students with disabilities can cross the bridge on their own, with only the help available to all students. Many of them apply for jobs and are competitively hired or find jobs through parents, work-study opportunities, or employment agencies.
2. Some students with disabilities need time limited services such as vocational rehabilitation, post-secondary education, on-the-job training, and placement services. In some cases, Individualized Transition Plans (ITPs) for each student

describe each step of the transition process and which agency is responsible.

3. Some students, particularly those with severe or multiple disabilities, need ongoing services in order to maintain employment. This is a very small proportion of special education students and consists of people who once resided in institutions or participated in day-treatment programs that included very little productive work or interaction with society. Today, many of them are working in real jobs through a new initiative-supported employment.

Supported employment¹³

"Supported employment is (1) for persons who are severely handicapped and for whom employment is unlikely and who, because of their disabilities, need intensive, on-going support to perform in a work setting; (2) conducted in a variety of settings, particularly work sites in which persons without disabilities are employed; and (3) any activity, supervision, or training needed to sustain paid work by persons with disabilities."

Supported employment is developed in each community, based on the needs and resources of the local public and private employers, with input from the involved service agencies. Coordination between industry, rehabilitation, and education is essential to successfully assuring the disabled person has extra training and assistance throughout their time on the job.

For example, frequently a job coach guarantees the employer that a specific job will be done to industry standards. The coach then trains the disabled person in work skills and appropriate behavior. He or she temporarily can replace the disabled person if necessary. Gradually the coach reduces the time spent with the employee until the new employee is working completely independently.

Workers with disabilities might be assigned to work near each other in an "enclave" in an integrated setting. For example, in an electronics factory, eight employees with disabilities might sit at one table. They are paid and evaluated the same way as their fellow employees. They also socialize during lunch and break time.

Sometimes, a "mobile crew," a small group of workers with disabilities under one manager, is set up as a non-profit business. Most mobile crews perform janitorial work, landscaping, and building maintenance. The excess cost for greater supervision or lower productivity by severely disabled workers is paid by public funds.

Each of these models attempts to integrate people with severe disabilities with the general population.

Vocational rehabilitation

The government agency mandated to assist people with disabilities to find jobs is Rehabilitation Services Administration. This agency provides federal leadership to the vocational rehabilitation program, which is a nationwide program funded jointly by federal and state

governments. More than 225,000 people were rehabilitated to 1985.¹⁴ Local offices exist in and near most cities. The program is for physically and mentally handicapped persons, particularly those with severe disabilities, whose handicaps create serious obstacles to employment. To become eligible the client visits a counselor and is evaluated. Based on that evaluation an individualized written rehabilitation plan is developed that provides the steps through which the client will reach the employment objective. Referral, counseling, guidance, and placement services can be included. Professional staff coordinate the administration of the plan. Some services are funded by public agencies or purchased on a fee-for-service basis. Such services include medical and surgical treatment, hospitalization, prosthetic and orthotic devices, maintenance, vocational training, transportation, reader services and orientation, mobility services for the blind, interpreter services for the deaf, tools, equipment, initial stock for small business, telecommunications, sensory or other technological aids, and post-employment services.¹⁵

Transition from school to work was also a mandated priority of vocational rehabilitation. In 1984, 76,240 people under the age of 24 were rehabilitated out of 213,107 who reported their age (36 percent); 18,591 (8.7 percent) were under 18 years of age; 21,724 (10.2 percent) were 18-19 years of age; and 35,925 (16.9 percent) were 20-24 years of age.¹⁵ Efforts have been made to increase cooperation between the schools and vocational rehabilitation, so that students are referred directly out of the school system rather than falling between the cracks. 30,439 people were referred to vocational rehabilitation from educational institutions (14.4 percent of the referrals).¹⁶

Since the early 1980s, cooperation between rehabilitation and special education has increased and become a priority. In some states schools have vocational rehabilitation counselors on site to work directly with the students. Many federal grants require such cooperation.

Job Training Partnership Act

The Job Training Partnership Act (JTPA) is the major national employment and training legislation. Its purpose is to "establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment."¹⁷ Five-hundred-and-ninety-six service delivery areas (local government units with 200,000 or more people) have private industry councils which administer the funds. Private industry councils must have a majority of their members from leadership in private industry. The other members represent education, organized labor, rehabilitation, and other human service entities. Forty percent of the funds must be spent on youth ages 16-21 (Title II-A). Summer training, aimed mostly at school-age youth (14-21) is mandated under Title II-B.

The JTPA is designed for disadvantaged people. A person with a disability, over the age of 22, is considered a family of one, even if they live at home.

Partially as a result of this authority, JTPA has become a major training program for people with disabilities. The President's Committee on Employment of the Handicapped has analyzed data that shows the proportion of youth with disabilities. In Program Year 1986 (July 1, 1985-June 30, 1986), 159,466 people with disabilities successfully completed the various programs. 78,562 of these were youth with disabilities who participated in Summer Training for Youth, and 40,400 young people participated in year-round training programs. The total number of young people is 118,962, which is 11.6 percent of the total number of youth trained through JTPA.¹⁸

Higher education

Many students with disabilities wish to be trained as professionals. They are ready for higher level academic work. Some of these students were so thoroughly integrated into high school that they can enter schools with no special help. Other students with disabilities were trained in regular high school classes with resource room support. A teacher may have helped them in the weak areas, and they might have received specialized tutoring and accommodations such as books on tape or a lowered laboratory table.

Colleges and universities responded positively to the challenge to make their institutions accessible to people with disabilities. In 1973, the Rehabilitation Act was passed. Section 504 of the Act (PL 93-112) reads, "No otherwise qualified handicapped individual in the United States...shall, solely by reason of his handicap, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

Disabled student service programs were developed on many campuses. Today, there are more than 750 such programs according to Association on Handicapped Student Service Programs (AHSSPPE), which is the professional association of disabled student service organizations on college campuses. These programs usually provide accommodations for the disabilities of the student such as technical aids, assistance with professors, testing, and interpreters for deaf students. They help blind students obtain taped textbooks and reader services. They work toward full accessibility and help with parking.

The federal and private focus on education of college students with disabilities has had results. In 1985, 7.4 percent of the nation's college freshmen say they have disabilities. In 1978, the figure was 2.6 percent.¹⁹ This shows a marked improvement in the inclusion of young people with disabilities. However, 8.5 percent of the population have disabilities that would not preclude them from pursuing a higher education.²⁰ There is still room for change.

The federal government assists post-secondary education through Higher Education and Adult Training for People with Handicaps (HEATH), a national clearinghouse on post-secondary education for

handicapped individuals (800-54-HEATH). It publishes a newsletter and fact sheets on financial aid, accessibility of classes and buildings, how to choose a college, and a resource directory.

The Office of Special Education Programs (OSEP) establishes annual priorities to improve post-secondary education options for young people who have disabilities. Past initiatives in this program have enabled a number of institutions of higher education to provide innovative services for people with disabilities.

Two post-secondary institutions for the deaf are funded by the Congress of the United States. Gallaudet University (enrollment 2,200) is a multipurpose education center that serves hearing impaired people around the world through its programs in academics, research, and public service. Its undergraduate program (enrollment 1,650) is the world's only program for the education of primarily deaf students.

National Technical Institute for the Deaf (NTID) at Rochester Institute of Technology (RIT) is the largest post-secondary technical education institute for hearing-impaired and deaf people in the world. As one of the nine colleges at RIT, it educates 1,300 students who take classes at RIT and NTID, while NTID provides support services such as tutors, note recorders, and interpreters. NTID was mandated to counteract the low employment of deaf people in technical fields such as engineering, computers, data processing, architectural drafting, and medical records. It awards associate degrees, certificates, and diplomas in a large number of occupations. Aside for the congressionally-mandated institutes, more than 130 colleges and universities have specialized programs for students who are deaf or hearing impaired.

An interesting federal initiative by the Department of the Navy is a summer internship program at their David Taylor Naval Ship Research and Development Center for students with disabilities, including those who have deafness, blindness, and use wheelchairs. Fifty students were hired last summer, and accessible housing was offered at Gallaudet University. Students were paid competitive wages, according to their number of academic credits. Jobs included drafting, clerical work engineering, and computer programming.

The President's Committee on Employment of the Handicapped

The President's Committee on Employment of the Handicapped is a small federal agency founded by Executive Order (11480). The mission of the President's Committee is to provide leadership to achieve maximum employment of people with disabilities. This is done by seeking, developing, and providing information and the training necessary to increase levels and quality of employment.

The President's Committee on Employment of the Handicapped has long been a national leader in program development and data gathering for preparing young people with disabilities. For example, the President's Committee gathered and disseminated the data in this report on college freshmen with disabilities and on JTPA. Many

publications are available regarding youth with disabilities, and they are listed after the references in this paper.

The President's Committee on Employment of the Handicapped recognized early that transition from school to work was a process involving many professionals and has held two national and 39 local "Pathways to Employment" conferences that brought all parties together to develop consensus and a blueprint for action for youth with disabilities.

The World of Work Program is a kit that teaches handicapped students the values, rules, and skills of the work place. Teachers, leaders, and advocacy organizations can use it to train groups of students. The first hour is spent listening to a panel of area employers discuss what they expect from the first-time job seeker and jobs available to their occupational areas. During lunch the students meet with individual employers. Then, employers and students review and discuss two videotapes of job interviews and critical incidents that happen on the first two days of the job. This program is a beginning in the process of meeting the pre-work instructional needs of handicapped students.

In Fiscal Year 1988, a conference on the Carl D. Perkins Act will be held in cooperation with the American Vocational Association. The hearing will begin to document the issues remaining to be resolved as this nation seeks to increase vocational education opportunities for people with disabilities. In a separate study the President's Committee will cooperate with a research facility to develop a profile indicating the status of people with disabilities in employment and training programs. A policy and program analysis also will be developed of the current issues, barriers, and concerns facing people with disabilities as they seek post-secondary and other employment preparation programs.

Federal initiatives -- a summary

Various federal programs are bringing young people with disabilities into the work force. The Office of Special Education and Rehabilitative Services has developed a transition initiative that emphasized interagency linkages. The special education system gives each student an academic background and is increasingly stressing vocational and independent living skills. The public and private higher education system has opened its doors to young people with disabilities who wish for professional training. A major national trend is cooperation between all of the agencies helping students with disabilities become ready for work.

Through these programs, and more importantly, the individual initiative of disabled youth and their families, it is hoped that they will be productive Americans contributing to the economic growth of the nation. And through federal, state, local, and individual action, it is hoped that dignity and equality will be reached for all Americans with disabilities. And that all who want to work can work.

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The following reports and publications are available free from Dale Brown, the President's Committee on Employment of the Handicapped, Washington, DC, 20210:

The Carl D. Perkins Vocational Education Act by Paul Hippolitus. An analysis of the act from the point of view of educating youth with disabilities.

Participation of Disabled People in the "Job Training Partnership Act" (JTPA) by Jay Rochlin.

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People...Just Like You About Handicaps and Handicapped People (An Activity Guide)-A curriculum of activities for K-12 students. Activities take 20 minutes to an hour and a half and are designed to occur once a week during the school day.

*Independent Living Ideas. Planning for a Job: Tips for Disabled Students.
The College Student With a Disability: A Faculty Handbook.
The Transition to Work and Independence for Youth With Disabilities.
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Part III: local initiatives

It is at the state and local level that real impact is made on young people. Some states and localities have moved to establish programs of real benefit. This part presents samples from around the nation.

Oregon youth offender placement program

by William E. Sager

A pilot project to place Oregon youth offenders in unsubsidized employment has exceeded original expectations and goals. In the first year of the Youth Offender Placement Program (July, 1985 - June, 1986), 393 youth were placed in jobs. The original goal set for the 1985-1987 biennium was 150 youth offender placements. This means the Employment Division placed 262 percent of its two year goal in the first year.

The Youth Offender Placement Program is a joint project of the Oregon State Employment Division, Children's Services Division (CSD) and county probation programs. The goal of the project is to place at-risk youth who are clients of CSD and county probation systems in full-time employment. The program serves youth ages 16½-21 who have been paroled from Hillcrest and MacLaren schools, or who have been assigned to a county probation program. CSD clients are given first priority for services. County probation youth are served second.

The Youth Offender Placement Program started July 1, 1985, in Portland, Salem, and Eugene. It was soon expanded to include the rest of the state. Local Employment Offices have established written agreements and a working relationship with the CSD staff and county probation officers in their area. Job Training Partnership Act program operators also contribute to this project.

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This specialized program was developed after the Employment Division saw a need to enhance employment opportunities for the at-risk youth. Making the transition from school to the world of work can be a difficult experience for well-motivated high school graduates. Disadvantaged young people who have been involved with the juvenile justice system face even more difficulties. These young people often lack family support, personal goals, and a strong self-image. Several of them had not received a high school diploma or General Education Development (GED) certificate.

The county probation programs and CSD provide remedial and vocational education for many of these clients. But once the youth are released on parole or probation, these agencies are unable to develop actual employment opportunities. The Employment Division helps bridge the gap between the youth institutions and working world by providing job development services and labor market information.

Creative job development activities

The majority of teens placed in MacLaren and Hillcrest are enrolled in one of the many vocational training programs conducted at the schools. These training programs include auto mechanics, welding, carpentry, and cosmetology. While the students receive excellent training in these programs, those under age 18 are often unable to work in these fields after being released. State and federal labor laws and insurance restrictions prohibit younger teens from being employed in many of the higher paying and more readily available jobs connected with these industries. These restrictions have caused youth offender placement staff to become more creative in their job development activities.

Each client receives individual attention with job search training, labor market information, and personal goal setting. The youth have been placed in a variety of occupations including management trainee, clerical mechanic helper, machinist helper, and nursery and greenhouse trainee. The entering wage for most of the clients is \$5 or less per hour.

Local offices have networked with Job Training Partnership Act programs to provide the youth with skill training, work clothing, and tools. In addition, the youth can take full advantage of the job finding classes offered by the Employment Service. This combination of services has helped to make the young people "job ready" when they are placed in employment opportunities.

One of the most innovative activities to emerge in the first year of the project is the "Sales and Marketing Training Program" developed jointly by the Employment Division and the Mid-Willamette Jobs Council. The Job Council serves as the JTPA program operator in Marion, Polk and Yamhill Counties. This training program covered not only basic job finding skills such as resume development and interview techniques, but also taught basic sales skills. Sales skills covered use of a cash register, balancing accounts, making change, writing sales slips, and weights and measures. The participants also had an opportunity to sharpen their math and language skills,

improve their handwriting, and learn to follow directions. Additionally, the curriculum covered job retention and how to work with other people.

Eight teens were enrolled in the first training class. They met four hours per day, Monday - Friday, for six weeks. The majority of the teens were 16 years-of-age. Each of them recently had been paroled from Hillcrest and Maclaren. All were high school dropouts; only three had completed their GED studies prior to being enrolled in the sales and marketing training. By the end of the training, all but one of the participants had received a GED. The one remaining teen earned his GED soon after the completion of the training program.

While the teens were in training, the youth placement specialist was working to develop jobs for them. All eight participants completed the program and were placed in jobs. The participants now are employed in a cross-section of occupations such as mailroom clerk, machine operator, food and beverage worker, and service station attendant.

This successful program was repeated in the fall, 1986. Again, eight youth offenders were referred jointly by the Marion/Polk County parole officer and the youth placement specialist. The selection criteria included need, motivation, and potential for success. The Jobs Council provided funding, facilities, and an instructor.

The Employment Division administration is proud of the successful Youth Offender Placement Program and has proposed that funding be provided to continue the project during the 1987-1989 biennium. The placement goal for that time period is 800.

Three case studies

Scott,¹ a 16 year-old high school dropout, now on parole, was convicted of burglary and criminal mischief. He lived with his mother, six brothers, and sisters in a one bedroom apartment. His father is deceased. His mother is unskilled. The family is dependent on food stamps and welfare.

Scott left school after being expelled repeatedly. He suffered from a learning disability and was disruptive in the classroom. He received very poor grades in his basic high school classes and did not avail himself of vocational training opportunities.

While at Maclaren, Scott was able to study for his General Education Development (GED) certificate. However, the vocational training programs were full so he could not be enrolled in one. On his release he returned to his home and immediately was referred to the Employment Division Youth Offender Program.

While Scott had no marketable skills, he was determined to find a job and help his family financially. He also believed that a full-time job would improve his self-esteem and help him stay out of trouble.

Staff soon had an interview lined up for Scott at a popular fast food restaurant. He interviewed for a counter attendant position and was hired on the spot. His starting wage was \$3.50 per hour. Scott's family lives 10 miles from the restaurant. They are not on a busline and don't have a car. In order for him to get to work each morning, he has to ride his nine-year-old sister's bicycle. In more than 10 months,

Scott did not miss a day of work nor report in late. He also completed his GED during his free time.

This level of commitment has paid off. After five months of work, Scott's employer rated him as an outstanding employee and selected him for the restaurant's leadership training program.

Scott is contributing to his family's earnings, has paid his full restitution, and is excited about his future in the restaurant industry.

Case study number two

When Bryan₁ was released from MacLaren he was poorly dressed, wore his hair to his shoulders and had no personal goals. He was 19 years-old and never had held a job. His only interest was in physical fitness, he kept his body in top condition.

The Employment Division youth offender placement specialists had a difficult time helping Bryan prepare for the world of work. First they worked on Bryan's self-image. He got a hair cut and started dressing better. They talked about the responsibilities connected with having a job, employer expectations, and proper work attitudes.

The placement specialist helped Bryan research what kind of jobs he qualified for and in which he would be interested. Staff determined that an outdoor job that involved physical activity was the perfect combination for Bryan.

When the placement specialist learned that the Bureau of Land Management (BLM) was recruiting seasonal firefighters he immediately thought of Bryan. Many applicants for firefighter positions are unable to pass the stringent physical fitness examination, but Bryan passed the tests with ease. He earned \$7.50 per hour and was able to volunteer for extra duty beyond the standard 40 hour week. Bryan earned enough in the first two months of his job to pay his full restitution of \$1,000.

He already has asked to be rehired next fire season. In the meantime, he qualifies for winter nursery work, tree replanting, and tree cutting jobs with the BLM.

Case study number three

Stephanie₁ has an exciting job as a stained glass apprentice. She helps create new pieces of art as well as restoring antique works. After several years in training, she will become an artisan and produce original pieces of stained glass art. Stephanie sounds like any well-motivated young woman with an interesting new career.

But Stephanie hardly resembles the person she was a few years ago. In 1984, after repeated petty crimes and several episodes of running away from home, Stephanie was incarcerated at Hillcrest School for girls.

She was released in time to be enrolled in the pilot basic skills training project developed by the Mid-Willamette Jobs Council and the Employment Division. In that class, Stephanie learned to follow directions and increased her knowledge of basic math, two skills that would help her when she applied for the apprenticeship position. The

class also covered customer relations, inventory control, and basic sales training, all activities that Stephanie put to work on her new job. Stephanie would not have qualified for the job in the stained glass shop had she not completed the skills training program. Her employer is very pleased with her progress and Stephanie is proud of her accomplishments. She has established a new relationship with her parents, earned her GED and looks forward to a rewarding career as an artist.

1. All names have been changed to maintain confidentiality.

A national occupational information system

by Neta Wall

Today's young people are being called on to make one of the most difficult and far-reaching decisions of their lives at an earlier and earlier age: the choice of a career. Anyone with children knows how important this decision will be for them and also realizes that few but the most serious youth are willing or even able to do the primary research necessary to make a choice that fits. Wouldn't it be great if there were some way to combine several state-of-the-art technologies to provide accurate, complete career information in a format with student appeal?

Well, it's being done in South Carolina with two projects aimed at youth from elementary through high school age. The two projects are "*Picking Your Path*," a video product for youngsters being aired on educational and instructional television, and "*Kaleidoscope of Careers*," a video and narrative overview of 200 occupations with "rappin" musical introductions that grab the attention and interest of students from upper elementary through high school. These are two new products of the South Carolina Occupational Information System.

What does all this have to do with the Employment Security system? To get it all in perspective let's go back to 1976, the year a national office for the coordination of career information was created. The

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National Occupational Information Coordinating Committee (NOICC) and its network of state occupational coordinating committees SOICCs are interagency consortia established in 1976 by an act of Congress to promote the development and use of occupational information.

Timely occupational information

Many federal and state agencies, such as the Employment Security system's Labor Market Information sections, produce and use occupational information. Educational planners and job training officials need relevant, timely occupational information to decide what programs to offer and what the curriculum of each should include. Training people for jobs that won't exist in 10 years is a waste of everyone's time, effort, and ultimately, future productivity. Labor market information projections can be a great help in avoiding these errors. State and local planners need data on current and projected employment, the supply of skilled workers, and sources of training available in their state and local areas. Of course individuals who are exploring careers need help in making these decisions and finding the training and education needed to pursue them.

Although many agencies do produce this needed information, its development may be mostly for internal use. Some produce information for a specific task or audience. For others it may be a byproduct of a larger project, for instance, the national census. The reason for collection affects how and when it's done as well as the codes devised to classify it. While there was much useful information available, it wasn't in a form easily used by planners or individuals facing career decisions. There was no entity in place to organize these data or guidelines for what information was needed to meet these growing needs.

Congress establishes delivery system

Recognizing the importance of such a system, in 1976 Congress established NOICC to bring the major data producers and users together to create an occupational information system for the nation. The NOICC and the SOICCs exist to do exactly as their names imply: they act as coordinating committees. They provide a setting for member agencies -- those responsible for vocational education, employment and training, vocational rehabilitation, labor and educational statistics, agriculture, economic developments, and national defense -- to work toward a common goal. That common goal is to promote the development, delivery, and use of occupational information among:

1. Individuals exploring careers or seeking employment.
2. Planners and administrators in vocational education, rehabilitation, and job training programs.

Although NOICC provides a framework and guidelines for the system, as well as technical and partial financial assistance, the occupational information system is actually carried out at the state

level. The SOICC's have five statutory members, including the Employment Security systems, and some invite other interested agencies to participate. The way in which career information is disseminated, however, varies greatly. There are computerized systems, microfiche systems, card "needlesorts," or some combination, as well toll-free telephone hotlines, resource centers, job/career fairs, and publications to provide career information.

State systems serve millions

By 1985, 42 states had computer-based statewide systems that served 5-7 million persons at more than 13,000 sites. These computers may be located in public schools, colleges and universities, public libraries, criminal justice institutions, vocational rehabilitation centers, public employment offices, and other community-based organizations. These facilities provide access to vast resources of occupational and educational information, both national and local. The occupational data describes major occupations in terms of duties, working conditions, wages, advancement, employment opportunities, job outlook, and much more. There is information about high school subjects related to particular occupations, descriptions of colleges, universities, and technical schools and the post-secondary programs each offers. It is possible for an individual to access these files separately or to follow an occupation all the way through to actual schools in his or her area of the country offering that education or training. Then it's possible to see facts about these institutions such as tuition, size, admissions requirements, and all degree programs available at each one. The depth and scope of information is only touched on here.

The South Carolina Occupational Information System (SCOIS) has some 400 sites, primarily computer terminals. It has eight statutory members in its consortium, but the South Carolina Employment Security Commission is its fiscal agent and the Executive Director, Dr. Robert E. (Jack) David, chairs the SCOICC executive board. Since its beginning SCOICC has attempted to add new products that will be an enhancement to the basic career decision-making information.

Realistic view of a workday

"Kaleidoscope of Careers" is a set of three videotapes designed to accompany the career information system by giving a visual overview of careers to a visually-oriented audience: the upper elementary to high school level group. Two hundred occupations were selected carefully from those in the Standard Occupational Classification (SOC) system and organized into occupational categories. Each occupation in *"Kaleidoscope"* is shown by having workers perform on the job, accompanied by voice-over-music narrative. Students get a realistic view of a typical workday and facts about the occupation in a form that appeals to them. *"Kaleidoscope"* has been shown and distributed to interested schools as well as to guidance and counseling groups both in South Carolina and nationally.

"Picking Your Path," a video product designed for the elementary school level, introduces the awareness concept of career exploration at an early age. It was a joint effort of the SCOICC and the public information/staff development section of the South Carolina Employment Security Commission. *"Picking Your Path"* was produced by the SCESC with technical assistance from South Carolina Educational Television. In each 3½-4½ minute episode, five children question Professor Horace, a four-foot puppet, and William Tell, a talking computer with animated eyes, about careers. A single occupation is featured from 14 occupational groups, such as business and office, manufacturing, and health. It has been aired on a local children's television show and is now available to schools over the Instructional Television Network. Both *"Picking Your Path"* and *"Kaleidoscope of Careers"* have been distributed to SOICC directors in every state and are available on request.

For almost a decade SCOIS has worked to improve the quality and delivery of occupational information to vocational and educational planners and South Carolinians making job changes or the school-to-work transition. This latest combination of visual and narrative information has been a great success in introducing a visually-oriented generation to further career exploration.

Employment counseling with youth

by Charlotte D. Metz

In perspective, employment has an unparalleled impact on the life of an individual. A sense of identity is so closely related to productivity that individuals frequently identify themselves by occupation. Not only does vocational choice affect self-perception, but vocational adjustment affects personal satisfaction. Consequently, employment may influence such factors as self-esteem, social contacts, time structure, geographic location, economic status, physical health, emotional stress, and lifestyle. Clearly, struggling with career decisions is one of the single most important tasks undertaken in a lifetime.

Unfortunately, significant decisions frequently are required during difficult times when individuals are least equipped to make critical judgments. While a crisis such as a divorce, a layoff, or a disabling accident may dictate the need for a career decision, most individuals deal with vocational choices during the stressful period of adolescence.

Adolescence is a developmental period of experimentation, vacillation, and inner turmoil. According to recent press (Young, 1987), two-thirds of American teen-agers have experimented with illicit drugs. The leading causes of death among adolescents are suicides and accidents. In addition, the incidence of emotional disorders among teen-agers is increasing. Yet during this period, which

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the American Medical Association has characterized as one of "physical peril and mental anguish," many teen-agers are faced with making vocational choices that will significantly affect the future direction and quality of their lives.

In addition to exercising faulty judgment resulting from emotional turbulence, many adolescents fail to develop sufficient resources to yield intelligent career decisions. In an economic "period of change so dramatic that it has left many Americans both dazzled and bewildered" (*U.S. News & World Report*, 1984), an obligation exists to provide assistance to youth in establishing realistic occupational goals. Employment counseling can equip youth to make informed vocational decisions through occupational exploration and self-understanding.

In the past adolescents rarely were exposed to a variety of occupations. Children frequently followed in the footsteps of a proximate model, typically a parent. Often children would abandon their education to pursue an apprenticeship under the adult's guidance and would continue the same career into adulthood.

Educational level reaches new high

With the passage of child labor laws, the societal emphasis shifted from employment to education of the adolescent. Children routinely remained in school through adolescence and were encouraged to pursue their academic interests. As a result the educational level of workers steadily increased.

Recently the educational level of workers reached a record high. From 1960 to 1980 the number of people completing college degrees more than doubled (Sanoff, 1984). But these highly qualified workers began competing for fewer jobs. High wage industrial jobs registered a significant decline resulting in the dislocation of many workers. The impact of widespread unemployment was associated with problems of drug abuse, severe depression, self-doubt, emotional problems, family problems, and delinquent behavior (Pryor & Ward, 1985).

Although the recent high unemployment rates appear to be declining, the trends for future employment remain unclear. While the Reagan recovery claims credit for more than 10 million new jobs, economists Bluestone and Harrison argue that most new employment this decade has been primarily in low wage service occupations. Critics argue that their findings were flawed and that the distribution of job opportunities remains unchanged. However, Kuttner (1987) maintains that, while the distribution of jobs among occupations may not have changed, the spread of wages within occupations has.

Standard of living an issue

This controversy leads to the concern of many Americans that the standard of living for the current generation may be lower than that of their parents. Projections indicate that while small business was responsible for creating nearly all the nongovernment jobs added to the economy in the last year, the growth rate is expected to subside in

response to tax reform. Many economists predict a movement toward a polarized economy with high wage technical jobs at one end and low wage service occupations at the other (Thompson, 1987). The possibility of a declining middle class has caused some concern among experts, and studies confirm that the job decline has disproportionately affected the less educated and younger workers (Kuttner, 1987).

These current economic findings cause speculation about the future occupational outlook. The current generation of workers has an inherent responsibility to assist the young generation in avoiding, if possible, the adverse impact of unemployment or underemployment and to guide them to opportunities.

A high school education is no longer a guarantee of employment. On the contrary, it is a minimal requirement to effectively compete in the labor market. In increasing numbers college graduates are experiencing difficulty in finding employment as well. As a result many schools are including career exploration or prevocational guidance as part of their curriculum.

In addition, many schools emphasize early work experience to facilitate career transition. However, Greenberger (1986) cautions against the effects of early, routine jobs on adolescents. She identifies such problems as greater dropout risk, more cynical attitudes, increased tolerance of unethical practices, and tendencies toward substance abuse as possible adverse effects.

Comprehensive counseling strategies needed

While there has been an increased awareness of the importance of providing occupational counseling, comprehensive counseling strategies are needed. Employment counseling, through state Employment Security agencies, can assist teen-agers with problems of vocational choice, change, and adjustment. By evaluating alternatives and synthesizing such factors as abilities, interests, values, skills, experience, personality, and occupational information, youth can be better prepared to successfully adjust to the world of working.

Employment counseling focuses on promoting self-understanding, developing knowledge of occupational opportunities and the requirements for career success, and establishing effective problem solving skills. Counseling is a cooperative process directed at problems of vocational choice, change, or adjustment. The goals of employment counseling include:

- Assessing assets and potentials that will enhance prospects of job acquisition, maintenance, and promotion.
- Developing the emotional, educational, and physical skills necessary for career development.
- Fostering self understanding and competence in relation to occupational objectives.
- Establishing problem solving, decision making, and self management skills needed for successful career adjustment.

- Implementing alternative intervention strategies to overcome psychological, educational, socio-economic, and physical barriers to employment.
- Expanding knowledge of occupational information including career exploration, labor market information, and job search strategies.
- Since the success of vocational placement is dependent on many factors, assessment assumes a primary role in the development of an appropriate employability plan. Factors to be assessed include interests, leisure activities, physical capabilities, personal traits, socio-economic factors, skills, and training.

Limitations of the individual

While many adolescents may identify several occupations in which they have interest, stated interests often are based on inaccurate knowledge of the occupation. Since career alternatives are frequently not explored by teen-agers until completion of high school, their exposure to and understanding of various occupations is limited. In addition, it is not unusual to find adolescents who are interested in careers that are not compatible with their aptitudes. However, through interviews, occupational exploration, and assessment, vocational interests may be identified.

Hobbies tend to provide opportunities for individuals to sample various activity roles and often can provide clues to vocational interests or aptitudes. Most people spend their free time involved in activities that they enjoy and can perform well. Exploring the vocational activities of adolescents through counseling may provide insights of vocational significance.

Another factor that must be evaluated in the counseling process is the physical capacity of the individual. Some individuals may have physical limitations that might restrict their occupational success in certain careers. While some situations may be conducive to adaptive rehabilitative adjustments, other situations may involve physical demands beyond the limitations of the individual.

Personal traits important in testing

Personal traits are frequently more important in determining job suitability than aptitudes. For example, some individuals may identify salary as a priority while others may be more concerned about job security. Similarly, some teenagers might welcome the opportunity to travel while others might prefer to remain close to family. The young person's values and desired lifestyle should be evaluated for compatibility with occupations under consideration.

In some situations there may be financial or family pressures that may have an impact on the vocational goals of the adolescent. The counselor can assist in integrating these concerns into the vocational goals and may enlist the aid of supportive agencies and resources.

Most teen-agers acquire some work experience, whether it involves repairing lawn mowers, providing child care, or selling door-to-door. Examining these experiences in depth may provide clues regarding their potential in fields requiring similar skills. Problems in accepting work responsibilities also might be identified and addressed.

Analyzing an individual's educational background also can provide valuable information relating to future employment. School records include information about performance, achievement, and social adjustment. Academic problems may be indicative of attitudinal difficulties, learning disabilities, or family problems that can be resolved through counseling and supportive services.

Finally, an individual's aptitudes or abilities can be evaluated. Frequently aptitude testing provides a firm foundation for integrating other data.

The General Aptitude Test Battery (GATB) has been used by state Employment Security agencies since 1947. "Because of its extensive research base, the GATB has come to be recognized as the best validated multiple aptitude test battery in existence for use in vocational guidance," according to the administration manual.

To assist in employment counseling, aptitude norms called Occupational Aptitude Patterns (OAPs) were developed. Each OAP consists of the most significant aptitudes and corresponding critical scores for a group of occupations requiring similar aptitudes. Through interpretation of the GATB results, counselors can guide applicants in making appropriate choices for training and employment based on abilities.

Validity Generalization programs

Recently many state Employment Security agencies have become involved in a standardized testing program using the GATB called Validity Generalization. This analysis and scoring process results in percentile scores for each of five "job families" requiring similar aptitudes. The Validity Generalization program provides a relative measure of aptitude and facilitates the use of aptitudes as a basis for job referral. While the usual precautions in interpreting test results should be exercised, this program is rapidly gaining popularity with employers. Validity Generalization may be particularly beneficial in expanding job possibilities for young applicants that lack experience but possess the required aptitudes.

The widespread use of validated aptitude testing provides substantial information to assist in career guidance and employment counseling. Although testing provides only a sample of behavior at a given time, it is frequently indicative of future behavior. Aptitudes also may be informally assessed by exploring areas involving skills that an individual has acquired quickly and with ease. For example, a teen-ager who taught himself to play the guitar in two weeks might possess high aptitude for music in general.

Once aptitudes and other relevant factors have been assessed, the counselor assists in integrating the informative data and defining the

nature of the vocational problem to be resolved. Together, the counselor and the individual develop concrete objectives during the counseling process.

Career decisions, vocational adjustments

The needs of the individual influence the selection of appropriate interventions. In developing an understanding of the individual's unique perspective, the counselor identifies appropriate programs of action. For example, adolescents frequently face problems of vocational choice. With an applicant experiencing problems due primarily to a lack of self-understanding, the focus of counseling might involve the development of self-management skills. In counseling a person experiencing problems in decision making, counseling could be directed at improving those skills through contingency training. Following problem identification, the counselor's goal is to assist the individual to develop competence in a manner compatible with specified needs.

The intervention selected also may be dependent on the orientation of the counselor. To illustrate, a reality therapist might emphasize the development of feelings of self-worth as an outcome of placement. On the other hand, a behavioral counselor would target changes in behavior as a result of counseling. Regardless of the counselor's theoretical perspective, the plan of action developed through counseling should assist the individual in attaining the identified goals.

By assessing needs, developing goals, and implementing interventions, counselors can assist adolescents in making appropriate career decisions and satisfactory vocational adjustments. Although the nature of employment counseling with youth may be flexible, the ultimate goal remains constant -- to provide a legacy of productivity and fulfillment to future generations of workers.

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A history of the Seward, Alaska, Youth Employment Service

by Shirley Reynolds

Each spring for the past 10 years the Youth Employment Service (YES) has opened its doors in the rural town of Seward, AK. These seasonal employees are always a welcome sight to the Seward Job Service staff. Their arrival signals an end to a long winter of sluggish economy and high unemployment.

Spring in Alaska erupts with an overwhelming flurry of activity, becoming our busiest time of the year. Young people begin pouring out of schools, eagerly seeking summer jobs. Huge numbers of transients flock to Alaska looking for work. Local canneries, tourist-related businesses, and the service industries come out of the winter slump, all desperately in need of seasonal employees -- immediately, if not sooner! Without YES during this peak season, Seward Job Service would find it almost impossible to deal effectively with the increased work load.

Increase in numbers is not the only seasonal change experienced at this time. We also see drastic changes in the characteristics of the applicants. Winter applicants usually are experienced older workers pursuing full-time permanent employment. Summer brings a new group of younger, inexperienced clients with a short-term employment goal. We must adapt to deal with these differences, and the YES program is the perfect vehicle for this purpose.

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The first step in achieving this goal is selection of YES personnel. We have found the most successful interviewers for this program are young adults, recent high school graduates, who are between college terms themselves. What these young people lack in experience they compensate for in the energy and enthusiasm they bring to the job. Personnel from this group can relate to the clients they serve. Young applicants feel more comfortable with persons of their own age group. They are much more willing to accept employment counseling from a staff member of their peer group, a person who is obviously successful in the employment field as they are employed in the interviewer position. Our "young" YES staff have a special understanding of problems experienced by "between school term" seasonal clients, having been in the same position themselves a very short time ago.

Seward operates the YES program from a separate office -- emphasizing an informal, youthful atmosphere. Music, posters on the walls, and job information boards all are geared to the age group they serve. There is a full length mirror on one wall that sports a sign asking, "Would You Hire This Person?" This has done more toward promoting awareness of personal neatness and appropriate dress for job interviews than could be accomplished in many counseling sessions. (It is a common sight to see a young person who is being referred to a job glance in the mirror and say, "I think I will go home and change clothes before I go for my interview.")

Schools cooperate with YES recruiting

The YES office displays a lot of "self help" material -- brochures explaining how to write a resume, job boards orientated to summer youth employment, statewide cannery employment opportunities, posters explaining how to complete the forms to register for work, pamphlets on how to fill out a job applications, and videos graphically depicting what it is really like to work in a cannery. Business cards with the local "Dial-a-Job" number are given to each applicant, encouraging them to accept the responsibility of checking daily to determine what jobs are available.

Although funding restrictions have not always allowed us the option, we try to employ the YES interviewer a few weeks prior to the end of the school term. This provides an opportunity to go into the schools recruiting and registering the students in large groups. School administrators have been very supportive. They announce our visits and encourage all students to meet with the YES staff. They also set aside class time for wage and hour workshops designed to educate youth going out into the work world. These workshops cover laws governing employment -- overtime regulations, hiring and firing practices, responsibilities of both employee and employer, labor market information, minimum wage laws, and restrictions on employment for various age groups. (These same services are provided to vocational training school students seeking after-school and weekend employment.)

Mass recruitment sometimes has put us in the position of having more applicants than jobs at the beginning of the season, pushing the

Youth Employment Service to do some very creative job development. Its motto has been, "If there are no jobs available, make one!" Sponsoring a car wash was one such endeavor. YES staff contacted a local service station for the use of its property, purchased cleaning supplies, and advertised a two-day car wash. Eighteen young people worked this in alternating shifts. Although more lengthy employment is preferable, the car wash made small inroads into teaching youth the responsibility of good work habits and dependability, reporting for their shift, dealing with the public, and learning how to make change -- skills to which some of the youth never had been exposed.

YES developed babysitting jobs, advertising at the Seward Recreation Camp (a military rest and recuperation camp), and in shops located in the boat harbor during our annual "Silver Salmon Derby." Prior to advertising these jobs a babysitters class was conducted. To be referred, sitters were required to have completed this training. Parents and YES personnel were much more comfortable with referrals made on this basis.

Litter control and recycling program

Another "make jobs" tactic used by the YES staff was contacting downtown merchants for general cleanup and window washing around the stores. Then a small work force of young applicants was assembled to be responsible for providing these services on a monthly basis.

The most extensive "create a job" undertaken by the Seward YES was implementation of a litter control/recycle program. Tourism being one of the towns major industries was both a curse and a blessing. The thousands of visiting fishermen, campers, and sightseers pouring into Seward each summer greatly enhanced our economy, but the litter they left behind was becoming an eyesore. Recycling was monetarily impossible because the nearest recycle center in Anchorage was 130 miles away, and the cost of collection, storage, and shipping this distance made the cost prohibitive.

Then grant monies became available for setting up a litter/recycle program, but even then no single group had sufficient personnel, equipment, or spare time to use for this. This is where the creative talents of the Seward YES came into play. The staff began contacting various groups, soliciting donations, and commitments, which enabled them to put together a successful bid for grant monies.

The city of Seward agreed to channel grant monies through its personnel bookkeeping department, provide employee benefit coverage, keep time records and distribute pay checks for program employees. The U.S. Forest Service donated old garbage cans to use for collection of aluminum cans. The State Vocational School volunteered the use of one of its trucks and supplied gasoline for it. The truck was used for distribution and collection of the litter cans. The Alaska Railroad donated a storage site and shipping of the aluminum to the recycle center in Anchorage.

With these elements in place the YES staff agreed to recruit and to select the young employees and to oversee the program on a day-to-day basis. They also agreed to conduct educational programs for litter control through the schools and advertised the program through radio and newspaper articles. Willard Dunham, local office manager, worked with the Department of Environmental Conservation in the writing of a successful grant proposal.

Then the fun began -- the Seward YES office looked like no other office in the state at this time. In one corner applicants were interviewed for potential employment. As applicants were hired they immediately were put to work in another corner, painting the donated garbage cans. Another group was dispatched door-to-door in the community, distributing litter collection bags to be picked up when filled by individual households. Litter educational material was piled on every available table and desk. The office continued to be a beehive of delightful confusion for the next two summers, but we reaped the rewards of making our community a cleaner place to live, provided employment for 25 youth, and educated residents to become recycle conscious.

During the first summer YES used a portion of the money from sales to purchase a lawn mower and yard cleaning equipment. This provided a means to employ other youth who did not have a mower of their own. (We are probably the only YES office in the nation that owns a lawn mower.) Even today, four years later, we continue to provide summer jobs with this equipment.

At the end of two years we breathed a sigh of relief -- turning over a well established litter control/recycle program to the area Boy Scouts who use it as an activity fund raiser.

Benefits of good advertising

Any program benefits by good advertising, and the YES is no exception. Advertising and promotional money has been scarce over the years, but we overcame this by obtaining some unusual arrangements and using free methods of spreading the word. Both the radio and the newspaper agreed to donate one ad for each ad purchased. The newspaper also has been generous in publishing informational articles about the YES program.

YES staff are encouraged to participate in community functions such as Chamber of Commerce and city council meetings. They have offered to be the guest speaker at community affairs, thereby promoting a professional image while letting our business people know of the services they provide. Last year the YES interviewers went before the city council to obtain a mayoral proclamation naming June 1-7 as "Youth Employment Week." They then approached the city utility billing department and arranged to announce this event on the monthly light bill. This resulted in a free mailing to every household in the city and outlying area.

Involvement with any program has contributed to the success of YES. We have developed a close working relationship with every major group in our community over the years.

We have met with senior citizens offering youth employees for a number of jobs that many of these seniors are no longer able to do for themselves. Seniors now feel free to call on us for affordable employees for jobs -- large or small. The U.S. and State Forest Service has come to rely on YES for recruitment for their summer work programs. The local native outreach agency uses YES for assistance in recruiting and identifying youth who would be eligible for their work programs. We work closely with the Job Training Partnership Act agency, keeping abreast of youth employment opportunities and potential monies available. We act as a liaison between the JTPA agency and local employers, providing grant information, recruitment, screening, and referral to successful grant applicants.

Has the Youth Employment Service been a viable program? Indeed it has! For more than a decade the Youth Employment Service of Seward has provided invaluable services to our youth, teaching good work habits, work search techniques, and placing them in gainful employment.

Where are we going in the future? With funding for all programs reduced at every turn, the future of the Youth Employment Service looks grim. As of July 1, 1987, the Seward YES no longer was funded, and there is no promise of new funding forthcoming.

Benjamin Disraeli once said, "the youth of a nation are the trustees of prosperity." What better investment than YES?

A cooperative school program: an overview of the Minneapolis youth program

by Stella M. Jones

When the closing of the Youth Opportunity Centers was announced in the late 1960s, the Minneapolis Employment Service and the Minneapolis Public School System decided to keep alive a program specific to youth. Three Employment Service counselors were located in three inner city schools. A fourth counselor was assigned to GATB testing for all interested Minneapolis and suburban schools.

It soon was determined that due to each school's unique qualities, different services and priorities were used by the employment counselors. In each case, however, the Employment Service counselor was seen as a supplement to the school counseling staff. The student populations of these schools included a high percentage of minority and low income youth. The additional services offered (at no cost to the schools) were welcomed by the public school counselors and administrators. However, as "outsiders," the employment counselors were scrutinized by some staff. It was necessary to adapt to the needs and requirements of the individual school in order to have a successful program.

During the first few years, the need for more staff to help in the spring with summer job activity became obvious. Extra staff members

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were sent out from the area office to the remaining Minneapolis high schools. With the onset of busing and changes in school boundaries, these remaining schools also felt a need for year-round services. The Minneapolis area office of Employment Services was not able to provide additional staff; therefore, the counselor assigned to the testing program was assigned to work in the schools and the testing program ended. Instead of one school, each employment counselor was assigned three schools with a rotating schedule. The schools with the greatest demand for services were given the most staff time.

The program since has expanded to all secondary schools (public and private), alternative schools, and post-secondary schools within the city limits of Minneapolis. Many of these schools are serviced on a request basis and do not have an employment counselor regularly scheduled. When the new Vocational Technical Institute opened, Job Service management decided to staff it with a full-time interviewer rather than using one of the school program counselors. As a result of declining student population, the Minneapolis public schools closed three high schools. At this same time the school system began using a magnet school program in an effort to meet the demands of desegregation. These events caused changes in the personalities and make up of the individual schools.

Job Service also was changing. Budget cuts caused frequent alterations in staff assignments. Due to the complex nature of the positions in the school program, this lack of continuity caused difficulties for both the schools and Job Service. The employment counselor required time to understand the needs of the school and to get to know the staff and the students. A working relationship with staff, students, and employers evolved throughout the school year. Being able to return to the same schools year after year built credibility and increased productivity. Frequent staff changes were detrimental. The schools, often frustrated by these changes, continued to expect the same level of services. Even with some instability in the program the employment counselors maintained high production records. The schools' desire for continued services and the high productivity of the employment counselors has kept the program from being eliminated. Currently, the program is staffed by one senior employment counselor and two interviewers, plus one interviewer at the technical institute.

Services

The employment counselors in the schools have functioned as one-person local offices. They provide employment registration, assessment, counseling, job referral, job development, and job placement. The use of interviewers rather than employment counselors limits the services in those particular schools. This has been confusing to the schools who have been accustomed to services including counseling. Job Service staff also are utilized by the school staff as consultants on employment issues and the job market.

The employment counselor has functioned as a supplement to the school counseling office. Referrals are made back and forth according

to the needs of the student. Communication between the school counselor and the employment counselor is essential, especially with high-risk youth. Many of the students only are requesting help in job seeking but lack employment skills. It's difficult to find adequate time to provide employability development either individually or in groups. Some students return on a regular basis and others are seen only once. Classroom presentations are an effective way of providing information to groups of youth; however, the employment counselor must wait to be invited into the classroom by the teacher.

Over the years, the employment counselors have participated in coordination of many job related programs within the schools. These programs include: School to Industry Job Development Program, Minneapolis Public School Career Education Project, Chamber of Commerce Career Prep Clubs, National Alliance of Business Summer Job Program, Neighborhood Youth Corps, CETA Summer Job Program, JTPA Summer Youth Employment Program, Minneapolis Youth Internship Program, and others.

Being stationed in the schools has allowed employers and the public to see Job Service from a different perspective. The employment counselor is seen as part of an interagency and intergovernmental team of helping professionals serving the youth of Minneapolis. This has given Job Service a positive public image and has developed into an effective public relations tool.

Frustrations and rewards

For the staff, being located in the community can cause feelings of alienation and seclusion. Although an employee of Job Service, the counselor in the schools lacks the day-to-day comradeship of staff in the local office, as well as the constant information provided through regular communication with coworkers. The staff do not have computer terminals, which limits access to information on the job openings and other computer assisted services. Even written information is delayed because of the need to use the mail and the constant movement of the staff.

The employment counselors are considered part of the school staff, but the fact that they are not school employees again creates a feeling of alienation. The rotating schedule is a primary obstacle to feeling that the employment counselor has a "home" location. The counselor is part of Job Service, but not physically located there; has offices in two or three schools, but is not in any school full time; is included in some school activities, but is not always able to participate due to conflicts in schedules or demands from Job Service; is accountable to both the school and Job Service, but has no one on site to directly supervise and advise (and understand).

The job of the employment counselor in the schools has many rewards, as well as many frustrations. The rewards come from recognition from two work places for the job that is being done; freedom to mold the job to fit the needs of a school and to provide services accordingly; opportunity to work with schools, the community, and employers on a variety of programs; and most

important, appreciation and respect of the young people that make up the clientel. Without the students' needs, demands, trust, and potential for the future, the job would indeed be exasperating.

With the fluctuation in operation of social programs over the years, many programs for youth have come and gone. Job Service school staff have been involved in the coordination and implementation of many of these programs. The new programs are often similar to the former ones, with some changes in format and staffing. In each case, the primary purpose is to help youth to be better prepared for work and their future careers. At times there is competition among different programs for money, recognition, and even youth. This competition creates a tremendous waste of resources at times when budget shortages limit services available.

Currently the popular target population is called "high-risk" youth. The main programs with that title, as with similar ones in the past, are: 1) the criteria can be made to cover as few or as many variables as desired; 2) the criteria can be left open ended and changed with the needs of the program; and 3) most programs zero in on the same basic criteria (e.g. low family income). The key to improving this situation would seem to be cooperation and coordination.

Cost effective youth programs

Many reports portray American youth as being in a crisis situation. In some areas, including Minneapolis, there is movement toward developing a unified plan. The Minneapolis Youth Coordination Board has been set up with this purpose in mind. All youth, regardless of socioeconomic status, need help in developing employment skills and in planning their careers. With proper coordination, the different programs each could concentrate on a specific area or a specific population.

The Minneapolis Job Service School Program has been a unique and cost-effective program. Minneapolis schools have received staff and services at no cost other than office space, a telephone, and some office supplies. Job Service obtains access to a large group of young job applicants. The employment counselor/interviewer averages 15-20 placements per month during the school year and another 75-100 placements for the summer. Participation in special job programs, such as the Job Training Partnership Act, can increase the placements. Since placements are seen as the most valuable service by Job Service administration, these numbers are significant. Other services provided are seen as welcome bonuses.

Helping youth to obtain employment is also a priority with school administrators. It is a service to which school staff have less time budgeted. Therefore, the supplemental help from Job Service is in addition to what the schools offer their students. Since the schools remain the primary contact with youth, all youth-serving programs need to cooperate with the schools.

In addition to Job Service, other public and private agencies operate programs in the schools. The difference is that Job Service has maintained its school program for nearly 20 years. Stability creates

an environment of trust and credibility. It is this writer's opinion that Job Service resources and its future potential as a nationwide network of employment data and career information far outweigh what any other agency or program has to offer.

The problem is that Job Service does not do enough to market itself. Job Service does not openly compete for programs and funds that could enhance its services. Budget cuts from traditional sources limit what Job Service can offer, but obtaining funding through new program contracts could help increase services. Job Service also must be more willing to cooperate with many agencies involved in youth work. This involvement could have a major impact on our future economic picture. The children are our future. They must be given quality help in planning and preparing, if they are to become a strong and productive work force.

A Utah county perspective

by NaDene G. Archibald

America's youth are the future, and their ability to work productively and be competitive in the labor market is vitally important. In the past little emphasis was placed on reaching out to youth to prepare them for the world of work until they completed their high school education. Over the years, however, there have been many changes in the labor market. In the past a student could drop out of high school, find work in the construction industry or in farming or ranching. His employment did not depend so much on education. Although there are still traditional jobs available, more and more employers require workers with higher education levels, and with mechanical and technical skills.

Realizing this need to better prepare our youth we have begun to develop outreach programs to keep young people in school and to train them for technical jobs. In Utah we have vocational classes in high schools where students can specialize while gaining their required high school credits. They can graduate with a working knowledge of computers, electronics, auto mechanics, welding, machine shop, etc.

In Davis County, for instance, Job Training Partnership Act monies are being spent to help teen-agers from poverty homes improve their math and reading skills during summer months by attending classes

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half of the day and working the other half. They are paid the same wage for each hour in the classroom as they are for each hour of work. This program has been a successful incentive. It has helped under-achievers improve grade levels and has increased their chances to graduate from high school. It is hoped, as these students are able to find employment, the welfare dependency of some families will be broken. (Davis County Employment and Training)

A million dropouts a year

Central to the issues of youth employment and overall employability of youth are the problems of illiteracy, dropout, teen-age pregnancy, and substance abuse. If government leaders, educators, and family units do not recognize and confront these issues, our economic leadership and competitiveness, and possibly our national security, could be threatened. National statistics show that the number of high school dropouts in this country is already more than 1 million a year and steadily climbing. If the present dropout rate continues, one in every four ninth graders will not graduate from high school. (Conference of National Alliance of Business, "Youth 2000," June, 1987.)

Because of this demand for higher skill levels, it becomes imperative that school stress and stretch the students' learning capacity. They must have instilled in them a desire to complete high school; they must be influenced and motivated to use their imaginations, intuitions, and unlimited creative capacity to invent new and better processes. The time fast approaches when any job that can be done by an illiterate or unskilled worker will be done more efficiently by a machine or a robot. And, since it is predicted that everyone entering the labor market today will be retrained at least seven times during the working years, it is vitally important that youth develop the capacity to understand new work processes. Literacy and the ability to learn have become fundamental in our society.

Highest potential of productivity

Programs that place emphasis on preparing youth for tomorrow's marketplace must be considered by legislators at the state and federal levels. It is important that all youth be considered for either a vocational training program or an academic program regardless of family background or financial need. Highest potential or productivity is the final goal.

Getting a job requires determination, along with a good job search strategy. Young people need to be taught in the home and given the opportunity in the classroom to learn correct job seeking skills and correct work ethics. In Davis County, we have seen the positive results of Job Service job search workshops on youth's ability to find work. The First District Juvenile Court has used this workshop as a training instrument and a way to encourage youth offenders to become employed. They have been ordered to attend the workshops until they were able to locate employment. Some had to attend one

session only before they located a job. Others attended twice, but the majority found employment within the second week. Many dollars of restitution have been recovered by the court through this program.

Competition will be keen in the future

According to *U.S. News and World Report*, there are states experiencing a lack of youth in their labor force, and as a result, are having difficulty recruiting enough young people to fill summer jobs. National statistics indicate that in 14 years, or by the year 2000, the problem of youth employment largely will solve itself because of changing demographics. But Utah still will be faced with more youth than jobs. Nationally 54.5 percent of the population between 16-21 are in the labor force. In Utah that figure leaps to 71.6 percent. Over the next 10 years the state's youth population is expected to again increase dramatically, while the rest of the nation is experiencing a decrease in the number of youth entering the labor force. (Utah's Youth: A View of Their Labor Market Activity, Utah Department of Employment Security, September, 1986.)

The good news in Utah is that the economy and the job market are growing at a healthy pace. The not so good news is there are growing numbers of young people seeking jobs. This means keen competition for employment, most of which will be in the service industries. These jobs, however, provide a learning ground for new workers and work experience that so many employers are seeking.

Future demands higher job skills

Through the Junior Achievement Program of Utah, students, with consultants from the business community, gain experience in developing, producing, and marketing products. Business basics are taught to Utah students beginning with the fifth and sixth grades. (Utah Youth: A View of Their Labor Market Activity, Utah Department of Employment Security, September, 1983.)

According to Secretary of Labor William Brock, (NABS: "Youth 2000," June, 1986) "The essential requisite to real progress on a sustained basis is public awareness and support." Because jobs of the future will be demanding higher skill levels, it is imperative that the schools and educators, government leaders and agencies, and the family, work together to teach, motivate, and persuade young people to gain the skills and knowledge needed to compete in an industrialized technological society. It will take national awareness, public support, and coordination of resources between local, state, and federal agencies with follow-up action and activities in order for youth to gain the abilities they need if they are to be successful in the future world market.

National Youth Service: A challenge for Employment Security agencies

by William C. Basl

Employment Security agencies throughout the world have a rich history of dedication and commitment toward helping individuals in need. Whether assistance is provided through a sensitive interview leading to the provision of needed unemployment benefits, referral to a training program, or direct referral to a job opening, we often are characterized by the extra effort we make for the client, the unemployed, or the employer. A commitment to service, a zeal to advocate for people, and a yearning to help others is the hallmark of the Employment Service. Many take for granted these positive characteristics found in 10s of thousands of Employment Security employees working throughout the world.

Of all public employees, we are the first to see the major work force changes brought on by economic shifts. The United States is shifting from a manufacturing economy. These shifts are prompting other changes. In the rush to react to a variety of changes, as a nation we seem to be more self-centered, with a thirst to acquire all that money, power, or influence can obtain. Are we a nation much too concerned about making money at the expense of the values entrusted to us by our forebears who worked together for the common good of all? Moreover, if trends continue and more and more entrants into the

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labor market only are drawn toward promises of high salaried positions, from where will the next generation of public servants come? In fact, where do we obtain an Employment Security work force by the Year 2000 that will meet or exceed our own ethic of service?

Currently, success is too often measured in salary terms, whether in job training programs (i.e., post program average wage gains) where the higher the wage, the more success attributed to the training program, or the more money a person earns the greater the overall impact on society. Where is the total overall contribution greater -- staffing a crisis line or performing assembly functions on a microchip assembly line? The time has come, with no better an entity than the Employment Service, to foster and instill a rebirth in the basic elements of public and community service and civic responsibility.

A major starting point for any discussion on service in America is a 1910 essay by William James entitled, *The Moral Equivalent of War*. James described the terrible costs of, and reviewed, the world's long history of warfare. James believed that man could live in peace, and military forces no longer would be needed. But during this peacetime he believed an alternate "moral equivalent of war" would generate the positive aspects a society gains from military service such as uniting in a common cause. Discipline, self-sacrifice, heroism, are many positive aspects of the military. William James called for an "army against nature, that would provide citizens the ability to serve their country through a shared experience."

Government scales back service efforts

Unfortunately, it was not until the 1930s that a manifestation of James' thoughts developed in the Civilian Conservation Corps (CCC). During the dark days of the Depression, the CCC offered residential work and earning opportunities to millions of young adults throughout the country. The legacy of the CCC experience can be viewed daily in this country. In fact, many of the parks, trails, buildings, and forests still in use were constructed or planted by CCC participants. Furthermore, it was an experience that had profound lifetime impacts on those corps members. Many were called on to take leadership positions in World War II because of their CCC experience. Today there are CCC alumni chapters throughout the country that continue to provide an ethic of civic responsibility.

It took almost 20 years from the end of World War II until another major service effort was fully underway, the Peace Corps. It was developed as part of President John F. Kennedy's urging concern for the country by challenging all citizens to do more. Shortly after the Peace Corps, a domestic version of a national volunteer service activity, VISTA, was initiated. Following these programs, a series of nationally-funded conservation corps attempts through the Youth Conservation and Young Adult Conservation Corps were initiated. Both corps programs were scaled back significantly in the early 1980s with the YACC eliminated in 1982. Clearly the federal government has experienced the documented successes of national service programs like CCC, Peace Corps, and VISTA, but chooses to ignore in

some instances (through budget reductions) the major accomplishments people can make in service to others if only given the opportunity. Federal leadership in the entire area of service is almost nonexistent. Given that backdrop it is most remarkable that since 1982 states, local government, and private non-profit organizations are leading the efforts to reestablish service as a quality that should be embodied in all who call themselves Americans.

Local service initiatives

Prior to the establishment of the various local corps programs, the California Conservation Corps (CCC) was created in 1979. The Conservation Corps placed young adults on projects addressing state resource conservation concerns. The California Conservation Corps, with its current \$50 million annual budget, has served as the beacon of hope to other entities wishing to develop local corps programs.

The next major increase in public and community service activity came in the early 1980s with dozens of programs developed mostly in the conservation arena but stressing civic responsibility associated with community service. At a time when Washington State was experiencing official unemployment rates in excess of 30 percent in many counties, the state embarked on some major initiatives designed to help people, particularly in those areas. With high unemployment, greater demands were placed on entities providing community services. At that same time federal resources were being eliminated. An initiative was launched during the 1983 legislative session to harness the energy and enthusiasm of unemployed young adults ages 18-25 by placing them on projects designed to meet unmet local community needs. That program, the Washington Service Corps, originally authorized for four years, was unanimously extended in 1987 by the legislature for six additional years.

As the only state-funded community service program in the country, the Washington Service Corps has employed more than 1,700 young adults who have contributed more than 1 million hours of service to the people of Washington. Organizations who sponsor Service Corps enrollees have shared in the cost of operating this statewide program. In addition to the \$2 million biennial legislative appropriation, sponsoring entities contribute a cash match of \$750 for each enrollee, who serves a six-month period of service. This match requirement has leveraged an additional \$400,000 of nonstate funding per biennium.

The sponsoring agencies who provide supervision and training as well as the financial match are not the only contributors to the operation of the program. The enrollees of the Service Corps are paid a stipend of \$475 per month and are covered by a basic medical insurance program. Enrollees become aware quickly (usually when they receive their initial check) that the rewards of service are not tied to the amount of a paycheck. In a sense, a "partnership of giving" characteristic of the sponsoring agency and the enrollee, who earns far less than a job paying the minimum wage, has been the key factor in helping the program gain success.

Today more than 40 local corps programs enrolling more than 50,000 young adults are in existence. A rather recent development has taken the service movement in another direction with the creation of high school service programs. For example, a joint project of the Constitutional Rights Foundation and the Los Angeles Unified School District, the Youth Community Service (YCS) program prepares youth to organize and implement community service projects in their schools and surrounding communities. Currently 22 high schools in Los Angeles have active YCS groups.

The outcome, creating in young adults an ethic of service to others, is what makes the program different from any other program administered by the Washington State Employment Security Department. Nowhere in the rich array of training programs that have come and gone have we prepared people to consider giving back some measure of the fruits they have received from the contributions of others. In the design of activities developed to serve the unemployed, there is an overwhelming emphasis on jobs that pay well rather than on careers with the rich rewards of service to others. Who is preparing those who are unemployed and out of school for the challenges of public service?

Drawing the unemployed to careers in public service

Where will the next generation of local office interviewers, qualified program administrators, and advocacy-minded community agency leaders come from? Certainly the colleges and universities, as hard as they may try, are having increasing difficulty in guiding students toward careers in public service. President Derek Bok of Harvard has suggested that, "today's students are too motivated by the drive for money, power, and reputation." The motives that have dropped the most substantially, he says, "are the desire to help others, the desire to improve our community, the desire to help race relations, and the desire to improve the environment." To address these concerns, President Bok has been instrumental in getting students to do community service, with 50 percent of Harvard's undergraduates involved in some type of community activity.

In his book, *College - The Undergraduate Experience in America*, Ernest Boyer cites as a major concern a gap between the campus and the real world. He believes that colleges should assist students to gain an understanding of civic responsibility and how to meet that challenge. He did find an encouraging number of students on U.S. campuses supporting a movement of sentiment for community service. Some of this improvement can be traced to the project for Public and Community Service initiated by 75 college presidents and coordinated by the Education Commission for the States. Also, the Campus Opportunity Outreach League has been organizing college students for public service.

Although colleges are trying to address this issue through various means, there appears to be a larger area of untapped resources: those people who may never be afforded an opportunity to attend college. Should not the call to community service be a responsibility shared by

all, and not just the exclusive territory of those financially and academically able to participate in higher education? The community needs served by those working in a food bank rather than in investment banking are rather obvious. Yet the overall value to society in terms of service to the community at the food bank level is often times taken for granted. The horizon is full of prospects (locally as well as nationally) to examine and perhaps move the country back to an ethic of service.

National perspectives

In a speech given on July 22, 1984, Franklin A. Thomas, president of the Ford Foundation, outlines an overall approach to national youth service. He said that, "national service is an idea that recognizes that we all should contribute to the larger society and that society should be structured to encourage such activity. It rests on a belief that contributed service is a vital part of citizenship -- an act that can help bind us together as people, accomplish needed tasks, and provide for individual growth and development." Over the years the Ford Foundation has been very supportive in assisting several opportunities for young adults.

While the federal government has not developed a national policy or program supporting local community service efforts, legislation has been introduced to support such efforts. In an effort carried over from the 99th Congress, Rep. Leon Panetta (D-CA) has introduced H.R. 460 to the 100th Congress in order to place the federal government in partnership with local community service efforts. This bill, if passed, will provide funds to state and local programs that have been established to foster youth service. From the college perspective, Sen. Claiborne Pell (D-RI) has introduced S. 762, which would provide variable grants for students who participated in full-time community service activities before entering college.

Other bills have been introduced by Sen. Dale Bumpers (D-AR) (S. 759 and 760) and Rep. Dave McCurdy (D-OR) (H.R. 1479), which also encourage community service. Support for national youth service also is coming from individual institutions of higher education who are trying to attract students who have a demonstrated record of community service. Seattle University, a private liberal arts institution, eagerly recruits academically eligible graduates of the Washington Service Corps. In fact, (successful) participants who complete their period of service with the Washington Service Corps and meet the academic requirements of Seattle University are offered a complete financial package composed of grants, aid, and work study. For many Service Corps completors, this is the only immediate means they have to pay for college.

The national service perspective also has been gaining support through other mechanisms. The Democratic Leadership Council in a 1986 report, titled *Defending America: Building a New Foundation for National Strength*, presented findings and recommendations designed to bolster America's security throughout the 1980s and beyond. A key recommendation of that report called for exploring a

program of universal national service, civilian as well as military. The report went on to state that, "while the idea presents formidable administrative obstacles, it embodies a principle we deem fundamental: that the American ideal of equality applies to obligations as well as rights."

That sense of civic responsibility is clearly articulated in a book, *The Reconstruction of Patriotism*, by Morris Janowitz. As Janowitz traces the civic consciousness that developed in this country, he is struck by the realization that most Americans now know more about their civil rights than their civic responsibilities. In his view, "national service should operate to balance the pursuit of economic self-interest against collective civic obligation and thus should have long-term positive effects on the individual involved." Participation in a rebirth of civic responsibility would have to be promoted just as strongly as "having it all."

While much discussion has been given to the reasons for service, only recently has a detailed report on the type and need of national service positions been prepared. It is relatively easy to think of community service positions neighborhood-by-neighborhood, but how many positions nationwide by occupational grouping would be available? In a 1986 book, *National Service: What Would It Mean?* written by Richard Danzig and Peter Szanton, an inventory of potential positions was prepared that would be applicable to young adults entering the community service arena. They believe that 3.5 million service jobs could be developed, jobs that many youth 18-25 could fill.

Clearly the need exists for people to be involved in a broad range of community service projects. However, a mechanism is needed to link the needs of organizations with young adults willing to serve.

Employment Security as a youth service advocate

Very few, if any, entities have the potential of touching the lives of out-of-school, unemployed young adults as the Employment Security agencies throughout the country. Steeped in a tradition of providing the unemployed with a job, the Employment Service can have a profound influence on the type of job or career choice a person makes. The Employment Service is in a unique situation with a mandate (tied to funding) to provide Unemployment Insurance to qualified claimants and to offer job openings to the unemployed. Clearly those twin funding requirements must be met. However, at a time when traditional budget sources are shrinking, opportunities for change are often more apparent. True change is often the result of developing the new while supporting a current activity. Whatever the funding situation of Employment Security agencies in the next 10 years, some thought should be given to challenging a new generation of young adults to become public or non-profit employees and to provide service to others.

All too often we are forced to find the so called "quick fix" job for an unemployed individual. A community service concept is one way to focus on the needs of the moment while opening up the option of a

career in community and public service. It would be a way to develop a commitment to service. Furthermore, a position in a community service activity often stimulates an individual to seek that as a career and to become employed in a para-professional activity. The linkage of young adults interested in service with actual positions created through a community service program is a very achievable goal.

Taking on this extra responsibility helps to insure that a 50-year legacy of dedicated and committed service is passed on to future generations who can provide a professional and caring support to those they are entrusted to serve. But it is a special responsibility that an entity like the Employment Service can implement with quality results. People make the difference. It is the people of the Employment Service who through their dedication to the excellence of their profession can cause this grassroots effort to take hold throughout the country.

